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ABSTRACT

The concerted Services in Training and Education (CSTE) program was designed at the federal level to coordinate the resources of all appropriate federal agencies and related state agencies in rural development. The pilot Minnesota program focused on alternative strategies in area development, specifically a rural outmigration area with low income, underemployment, and lack of industry. This evaluation rates the Minnesota CSTE program in terms of its performance of four functions: research, coordination, education, and development. The program was judged successful in identifying through the research function the opportunities available to the disadvantaged. On the basis of the priorities established by research, resources of various public and private agencies were combined to fill needs for training and job development in the coordinating function, which was considered to be of major importance. A randomly selected sample of trainees responded favorably to the various training opportunities, and showed optimism about their futures. Related documents in this issue are VT 011 475-476, and VT 011 403-404. (BH)

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CONCERTED SERVICES IN MINNESOTA
AN EVALUATION OF DEVELOPMENTAL CHANGE

LOIS MANN

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Center Research and Development Report No. 7

CENTER FOR OCCUPATIONAL EDUCATION
NORTH CAROLINA STATE UNIVERSITY AT RALEIGH
1969

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CONCERTED SERVICES IN MINNESOTA:

AN EVALUATION OF DEVELOPMENTAL CHANGE

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* * * * * * * * * * * * * * * * *

The research reported herein was performed pursuant to a contract with the Office of Education, U. S. Department of Health, Education, and Welfare. Constractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

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Center Research and Development Report No. 7

CENTER FOR OCCUPATIONAL EDUCATION

North Carolina State University at Raleigh

1969

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PREFACE

This report is a product of multidisciplinary evaluative research that has involved representatives of five universities. In order to maintain a degree of comparability of data, the researchers early agreed upon utilizing parallel research designs, identical research instruments, similar investigative techniques, and a uniform format for reporting findings. Within these broad constraints, however, each state report is an autonomous research effort. The Minnesota study focuses upon alternative strategies in area development. As such, it should be of interest to the growing audience of researchers and change agents who are interested in the process of developmental change.

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INTRODUCTION

This report is an early evaluation of a pilot program in three rural Minnesota counties which was developed to help individuals gain a more equal share of the affluence of American society. The program, Concerted Services in Training and Education (CSTE), has been in operation too brief a time to assess the program's long-range value; but it has been in existence long enough to permit discussion of both the early impact of the program and the process by which it was introduced into the pilot communities.

The Minnesota CSTE program is one result of Presidential Executive Order 11122 which created the Rural Development Committee (RDC) on the national level in October 1963. The creation of this committee was in response to the fact that a substantial number of both farm and non-farm families in rural areas have relatively low incomes and do not share equitably in the economic and social progress of the nation.

The function of RDC was and is to provide leadership and uniform policy guidance in the development of federal, state, and local and private rural-development programs. These programs are designed to develop the human resources of rural America through the identification of the needs of low-income rural people and provide training which will enable them to participate more actively and productively in their communities. As these individuals participate more actively and productively it is hoped they will achieve more equitable rewards for their contributions to local, state and national progress.

In a report dated May 13, 1964, the RDC recommended that a task force be established to explore the feasibility of developing concerted service projects in three selected rural areas. The Minnesota CSTE program was one of these three special projects.

The three projects were designed to make use of the combined resources of all appropriate federal departments and agencies, including their respective cooperating state agencies, and bringing these resources to bear upon rural development through a coordinated program. The RDC hoped that such coordination would provide an opportunity to evaluate the effectiveness of such a cooperative effort in meeting the training needs of rural people, and result in recommended actions to improve the operation of various rural development programs.

Following this objective, the CSTE program in Minnesota was conceived as a means of implementing and bringing existing legislation* to bear on the problems of low-income rural residents in three pilot counties in the state--Todd, Wadena and Otter Tail.

This chapter presents a general discussion of the rural problem and the directives which established and guided the CSTE project. The specific context and history of the CSTE program in Minnesota is presented in the following chapters.

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*See Appendix A for a description of existing federal legislation under which training and education programs are available to rural residents.

The Problem

A report of the RDC[*] emphasized that, with progressing industrialization, many individuals who had depended upon agriculture for their primary source of livelihood in the past now found themselves either unemployed, partially employed, or in unneeded occupations. The employment situation in rural areas also affects non-agricultural workers and total rural communities. This problem, which has an impact on the economic stability and growth of rural areas, is intensified because many rural residents do not have the training or skills which enable them to move into occupational areas where employment opportunities are available. For example, the RDC report cited above stated:

> Although many rural communities are currently attempting to attract new industry, their efforts are seriously hampered because their people typically have received insufficient education and lack the usual skills required in industrial occupations. The lack of a trained work force is frequently a deterrent to industries which otherwise consider these areas highly attractive for plant location.
>
> As a result, many rural people are forced to leave their homes and seek employment in the cities, where they must compete for a rapidly shrinking number of unskilled jobs. If unable to find employment, they face the prospect of becoming part of the urban long-term unemployed.
>
> Those staying in the community frequently must go without jobs or accept employment far below their ability and sometimes at low wage rates, with little hope for the future or for the future of their children.

---

[*] Report on Training for Rural Areas, Interdepartmental Rural Development Committee Staff Group, Washington, D. C., May, 1964.

It appears that the proper starting point in assisting rural areas to improve their local economy and to enhance the employability of workers for jobs in or outside the area is to provide a maximum of educational and training opportunities.

Recognizing the economic problems in rural areas, the RDC appointed a task force to explore the feasibility of concerted service projects in three selected rural areas. In a report this task force delineated the problem as follows:

> Throughout the United States there are rural areas in which people are living at a standard below that which we should be able to maintain as a minimum for all individuals in the nation. Limited opportunities for education and employment are indicative of the general low economic level of these communities. Specific problems of these rural communities, and reasons for lack of economic and social progress vary according to the natural resources, State and local leadership, and the history of the development of the community.
>
> Common problems include:
>
> 1. Limited educational and other cultural opportunities, limited health and welfare services, and poor community facilities and services. These limitations arise in part because of general economic conditions and in part because of the difficulties of collectively providing services in sparsely populated areas.
>
> 2. Apathy and lack of motivation of many of the people. Such apathy usually results from the frustrations of continued failures and the accumulated effects of inadequate nutrition and health care.
>
> 3. Decreasing number of employment opportunities in the community because of loss of industry, closing of small businesses, changes in routes of highways and railroads, and changes in methods of agricultural production.
>
> 4. Out-migration. There is a need to find ways of providing a satisfying life within rural communities in order to limit out-migration and/or to prepare those who leave for living and working in the communities to which they move. It has been found that many urban problems result from an influx of rural youth or rural families who are not prepared to fit into the economic and social life of the more urban community. Out-migration also increases

problems in the rural community when those who leave are potential leaders of the community. Those who leave a rural community usually include more youth than adults and more girls than boys, leaving an imbalance in age and sex groups.

5. Many rural farm families live on farms which do not provide an adequate income for the family. Limited size of the farm, changes in production or marketing practices, poor farm management, and/or loss of soil fertility are frequent causes of this situation.

The task force appointed by the RDC identified three representative rural communities for the establishment of Concerted Service Projects. The three communities were characterized as having substandard economic and social conditions, and inadequate occupational education programs.* The task force then explored the possibility of establishing a Concerted Services Project with the appropriate agencies in the states in which the communities were located. These projects were to be addressed primarily to the occupational education needs of the people.

The task force also stated these objectives: (1) to provide the leadership and guidance needed in planning, initiating, conducting and evaluating concerted service projects in the three representative communities; and (2) to assist in the interpretation and dissemination of relevant information on the demonstration projects and in implementing comparable projects in other rural communities.

Objectives of the Concerted Services Program

The objectives of the Concerted Services Project were set forth for the three selected communities by the task force. These objectives were maintained as the program was expanded to other rural communities and other rural counties. These objectives were and are as follows:

---

*See Appendix B for the "Criteria for Community Selection."

1. Develop general operational patterns for concentrating all of the available, emerging, and necessary agencies and resources on the occupational education problems, and as necessary on the health, welfare, socio-economic, and related problems of those residing in the three communities.

2. Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational guidance and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic education skills, improving general conditions of health and correcting physical conditions, improving appearance and personal characteristics, providing vocational counseling, and developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

A detailed set of seven steps was laid out by the task force to indicate the sequence by which these objectives were to be met and the program implemented, evaluated and expanded. These steps* in the main were carried out in the Minnesota CSTE program.

---

*An overview of these seven steps, as developed by the RDC task force, is presented in Appendix C.

Summary

As stated previously this chapter has focused primarily on the general directives which established and guided the development and implementation of the Concerted Services Project in Minnesota. A more detailed evaluation of the Minnesota project is presented in the following chapters.

In general, the CSTE program in Minnesota was implemented in the way that the RDC task force indicated it should be. (See Appendix C) The evaluation in the following chapters is of a more specific nature than this present chapter. Particularly in the following chapters attention will be given to the details of facilitating the development of the CSTE program in Minnesota and factors which inhibited this development.

In the following pages attention also is paid to functions of the CSTE program in relation to community structure. In aiding rural families, individuals gain training and skills which equip them to be more competitive and valuable members of the community's labor force.

It is of paramount importance to recognize that the evaluation presented here was made without a benchmark at the beginning of the program in those communities in which the program has been going on for more than a few months. And, even in the communities in which the program has been going on the longest, it is entirely possible that too much is asked of the project for decisive effects to have occurred at this point. More will be said of this in the later chapters.

THE SOCIO-ECONOMIC CONTEXT

The evaluation which follows can be best understood within the context of the social, economic, and cultural conditions of the three counties in which the Concerted Services in Training and Education (CSTE) program was conducted.

The Park Region of Minnesota includes Todd, Wadena and Otter Tail Counties. The rolling, lake-studded moraines are a mixture of woods and prairie openings. The park-like area is a transition from the rich, open prairies to the west and the pine forests of northeastern Minnesota. Rich prairie soils are found along the western edge of Otter Tail and Todd Counties and the contrasting lighter soils of the hardwoods and pine forested lands extend to the east.

The woods and abundant water supply attracted early settlers to the Park Region rather than to the open prairies to the west. In a century of settlement, almost all of the prairie has been made into pastureland.

Todd, Wadena and Otter Tail Counties are located in west central Minnesota, approximately midway between Canada and Iowa. North Dakota is twenty miles west of Otter Tail County.

Long Prairie, the county seat in Todd County, is approximately 130 miles from Minneapolis and St. Paul; Wadena, the county seat of Wadena County, is approximately 170 miles from Minneapolis and St. Paul; while Fergus Falls, the county seat of Otter Tail County, is about 180 miles from Minneapolis and St. Paul and 50 miles from the North Dakota-Minnesota border towns of Fargo-Moorhead.

Distances between the county seats of the three CSTE project counties are: 53 miles between Fergus Falls and Wadena; 40 miles between Wadena and Long Prairie and 75 miles between Long Prairie and Fergus Falls.

Demographic Characteristics

Distribution of Population

Todd and Wadena Counties are classified as isolated semi-rural areas containing at least one incorporated place of 2,500 persons or more but not included in or adjacent to a standard metropolitan statistical area. Otter Tail County is classified as a peripheral metropolitan county as it is adjacent to the Fargo-Moorhead metropolitan statistical area.

The population of Otter Tail County is primarily rural. In 1966, the estimated total population of the county was 49,700. Approximately 70 percent of the 49,700 persons resided outside of incorporated places of 2,500 persons or more. In 1966, only 29 percent of the nation's population were rural residents.

In 1966, Todd County had an estimated population of 23,400 persons, of which over 88 percent of these persons were residents of rural areas.

Wadena County had an estimated rural population of 64 percent of the county residents living outside incorporated area of 2,500 persons or more in 1966. The county's estimated population for that year was 12,800.

Fergus Falls is the largest population center, 13,733, and has shown a steady but slow growth during the last census period. Wadena is the next largest urban area with a population of 4,381. Staples, in Wadena County, has 2,706 residents. Long Prairie had a population of 2,414. If annexation problems can be solved, Staples will show a rapid growth as most of the housing expansion has been outside city limits and in an adjoining county.

In the three counties there is one village with a population between 1,000 and 1,199, eleven villages between 500 and 999, and 20 hamlets.

The very small rural towns--generally less than 500 in size--no longer provide the business and social services that the people expect. (The services provided by these and other small communities thirty years ago are no longer adequate.) The small town residents are joining their rural neighbors on the improved highways that take them to the larger towns for business, health services, church, school and entertainment.

High population density is located in the lake region of Otter Tail County. The summer home townships are providing year round residences for an increasing number of retired people. This contributes to the changing characteristics of the resident population.

Despite slight population gains in the three counties during the first part of the 1960's, in general Todd and Otter Tail Counties have been losing population since 1940 census, while the population of Wadena County has declined generally since 1950. Continued declines are projected for all three counties through 1985. (See Table I) The distribution of the population by age group illustrates the relative decrease in the number of individuals in the productive years of 19-64 years of age.

None of the three counties changed greatly in the percentage of the population under 20 years of age from 1950 to 1960. During the same decade all three counties show a decline in percentage in the 20-39 age group. In each of the three counties there was little if any difference in percentage of population for the 40-59 age group during the ten year period. There was some increase in the 1960 categories for the 60 plus age group. Otter Tail County had the highest percentage (29 percent) of the total population in this category in the 1960 census, while Wadena County had 18 percent and Todd 16 percent in this category. (See Table II)

As the three counties lost population in the 20-45 age bracket, the state gained in the same category. While Todd County, for example, lost 15.7 percent population, the state gained 22.3 percent. Most of the state increase was in the metropolitan area of Minneapolis and St. Paul.

TABLE I

COUNTY POPULATION ESTIMATES AND PROJECTIONS

	County		
	Otter Tail	Todd	Wadena
1960	48,960	23,119	12,199
1961	49,475	23,480	12,380
1962	49,304	23,493	12,697
1963	49,639	23,778	13,022
1964	49,676	24,126	12,695
1965	49,759	23,842	12,316
1966	47,973	22,693	11,904
1967	47,264	22,259	11,494
1970*	46,501	21,698	10,899
1975*	44,599	19,901	10,399
1980*	44,000	19,299	10,200
1985*	43,802	19,101	10,201

* Projections

Source: Minnesota Population Data Book, 1968, Vital Statistics, State Department of Health

TABLE II

COUNTY POPULATION BY AGE, 1950-60

Age	1960	%	1950	%	% Change
			Todd		
0-19	9,503	41	10,156	40	+1
20-39	4,114	17	6,148	24	-7
40-59	5,408	26	5,657	22	+4
60 plus	4,094	16	3,459	14	+2
	23,119		25,420		
			Otter Tail		
0-19	18,305	38	18,533	35	+3
20-39	9,236	19	12,950	25	-6
40-59	11,977	24	12,139	23	+1
60 plus	9,442	19	7,699	13	+6
	48,960		51,320		
			Wadena		
0-19	5,141	42	5,192	41	+1
20-39	2,435	19	3,274	25	-6
40-59	2,605	21	2,711	21	0
60 plus	2,008	18	1,629	13	+5
	12,199		12,806		

Racial and Ethnic Composition

Ethnic concentrations are still identifiable throughout the three counties. Descendants of the Norwegian settlers are still the dominant ethnic group in west Otter Tail County. There is a cluster of German people in north central Otter Tail. The German traditions are still present in the southern half of Todd County, where over 10 percent of the population claim Germany as country of origin. The Swedish settlement in Otter Tail County is in the middle, lake-studded section. The Finnish people are located in northeastern Otter Tail County and Wadena County.

Race is not a significant factor in any of the Minnesota CSTE counties. In Todd County there were five Negroes (one male, four female), five American Indians (two male, three female), and three Japanese (one male, two female). This population of 13 non-white was dispersed throughout the county.

Wadena County had a non-white population that totaled 29 people of which over half were Negro and the majority male. This racial group resided in the village of Wadena and Leaf River Township. An Air Force radar base is located in the township and housing is provided at the base. Four American Indians and six Orientals lived on the base. Of this total of ten, seven were women and three men.

Otter Tail County had a total population of 107 non-white. The Negro population, 13 men and 9 women, lived in Fergus Falls. The Indian population (18 men and 19 women) lived in the north central townships of the county. This particular area still has areas of wild rice harvest

TABLE III

COUNTY POPULATION BY ETHNIC ORIGIN

	County		
	Todd	Wadena	Otter Tail
Germany	2,460	727	3,963
Norway	772	396	5,479
Sweden	851	334	2,151
Denmark	194	137	368
Finland	36	792	988
Canada	319	140	571
Total	5,844	2,972	14,962

Source: United States Census, 1960

rights for Indians. The area is not too distant from the White Earth Reservation in Becker County. There were 20 men and 28 women listed as Japanese, Chinese, Filipino and other. The majority of this group had located in Fergus Falls and in Battle Lake. The state mental hospital in Fergus Falls has employed several doctors of Oriental origin. The families usually live on the hospital grounds. Battle Lake has had a resident doctor, a native of China, until 1968 when he moved his family to Fergus Falls, He was replaced by a young doctor from India, who received his training in England.

The Economy

Accessibility

As in most rural areas, the communities in each of the three pilot counties are found along major transporation arteries, and there is little reason to believe that future development will proceed differently. The recently opened Interstate 94 passes through the southwest corner of Todd and Otter Tail Counties, linking the area to the metropolitan transportation network. The major east-west route is U. S. 10, which passes through all three counties. This highway is the main street in Perham, New York Mills, Wadena, Verndale, Aldrich and Staples, and is a major arterial between North Dakota and points west as well as Minneapolis-St. Paul and points east. Major north-south highways are U. S. 59 in west Otter Tail, state highway 29 in east Otter Tail and U. S. 71 in Wadena and Todd Counties. The latter serves all seventeen of the communities in the two counties except three in Wadena and four in Todd County. The three smallest communities in the three counties are not on a U. S. highway.

Minnesota highway 210 extends from Breckenridge on the Western border of the state to Duluth, Minnesota, and passes through Fergus Falls, across Otter Tail and Todd Counties to Staples and on east. This is an important grain truck route from the Dakota's to the Great Lakes shipping ports.

The Great Northern Railroad's main line to Seattle parallels U. S. highway 52 through Todd and Otter Tail Counties. Another north-south line follows U. S. 71 through Todd and Wadena Counties. The Northern Pacific Railway has two lines west through Staples from Duluth and Minneapolis-St. Paul. The Soo line has a north-south and east-west track through Otter Tail County.

The railroads provide passenger service as well as freight service. Wadena, Fergus Falls and Staples have railroad depots.

There is Greyhound bus service through Fergus Falls and other communities on U. S. 52 and service for communities on U. S. 10 and U. S. 71. The Greyhound Bus Lines have freight service, in addition to the many trucking firms (including the railroads) that serve the area.

The Fergus Falls municipal airport has one 4,000 foot surfaced runway and two 2,000 foot sod strips. The runways have lights and a beacon operator at night. Radio navigation and communication services are provided. Regular scheduled airline service is available as is charter service.

Battle Lake, Henning, New York Mills, and Perham have unattended air stops with sod runways ranging between 2,000 and 2,950 feet long. Relative to other rural areas, these three counties are unusually accessible by highway, bus, train and air.

Tourist Industry

While Todd and Wadena Counties have not developed a tourist industry, parts of Otter Tail County have long been known as recreational areas. In Otter Tail County there are over 203 resorts containing nearly

1,400 units, 5,068 seasonal homes and approximately 200 mobile homes. This does not include the hotels and motels. Otter Tail's lakes and fishing are the major attractions. However, golf courses, hunting facilities and snowmobile trails are bringing people to the area throughout the year.

In 1963, Otter Tail County had the highest number of resort registrations in the state. (Source: Minnesota Department Business Development) The small communities in the lake region and the communities on the major highways report a major increase in business during the summer season.

Industry

Industrialization in Minnesota has been concentrated in the southeast section of the state. The majority of state industries have developed in Minneapolis-St. Paul area and south and east of the Twin Cities. Recent studies place this outer line of industrial area just south of the Concerted Services project area.

Efforts to attract industry into the three counties are aided by the area vocational schools. Several small industries employing less than twenty-five people have either started from a local idea or a small subsidiary plant of a larger metropolitan based industry within the past four years.

In the three project counties there are about sixteen industries that employ more than twenty five people. In the contiguous counties there are fifteen industries that employ 25-49 persons; twenty employ

50-99 persons; fourteen employ 100-249 persons; and six that employ over 250 people. Of a total of fifty-four industries in surrounding counties, thirty five were located at St. Cloud, and nine in Little Falls, both of which are considerably larger communities that lie south and east of Todd County. (Source: Minnesota Director of Manufacturers, 1967-68)

Until recently the counties have been considered primarily an agricultural area and there was little incentive to attract other industry for economic support. Power, transportation, and labor resources are available for manufacturing in each of the counties. Most of the manufacturing is resource oriented and processes agricultural and forest products. The large dairy products and industries, turkey processing plants and meat packing plants are examples of some of the most important industries in the area.

There are small industries moving into communities such as Fergus Falls, Staples, Wadena and Long Prairie. Sebeka is attempting to launch a wood pulp processing plant. Low priced labor is available and electric power and freight rates are competitive but there is a scarcity of equity capital.

Agriculture

Pasture land is a major land use in the transition zone. Toward the south and western perimeter of the three counties the open prairies are in crop land. Hay remains the major crop in Wadena County. The major crop in Todd County has shifted to corn from hay, and Otter Tail County continued to be a leading county in the production of oats.

TABLE IV

VALUE ADDED BY MANUFACTURING 1947-1963:
OTTER TAIL, TODD, AND WADENA COUNTIES

County	1947	1963
Otter Tail	2.7 million	11 million
Todd	1.5 million	3 million
Wadena	.5 million	1.5 million

Dairying has continued to be prevalent in the three counties. Beef cattle and hay production are gaining in importance, however, particularly in Todd County. The smaller farm size, slower rural out-migration and predominant German settlement in the south half of Todd County typify a stable farm population. Farm production has been increased through intensification of management and labor rather than farm size and capital investments.

Poultry production has been related primarily to the turkey industry in Minnesota. Farm women are no longer earning egg money. Many are supplementing family income by working in the turkey processing plants.

The irrigation farm at Staples will run trials on special crops for the area in order to learn more about the water resources of the area. As a result there may be farming areas within the three counties that will use this method of intensifying farm production. At the present time, farmers are irrigating corn to supplement their hay production. There have been trial plots of green beans for a canning firm. Such production would not necessarily bring the canning industry to Todd County. The fresh vegatables could be trucked to present plant facilities several hundred miles away.

All but the western edge of Otter Tail County and all of Todd and Wadena Counties lie in the next to the lowest area of change of farm size in Minnesota. The lowest area of change is in the metropolitan area. Farm size in Otter Tail County averaged 209 acres in 1959 and 231 acres in 1964. In Todd County, the average farm size in 1959 was 169 acres and 184 in 1964. Wadena County farm size increased from 201 acres in 1959 to 229 acres in 1964.

The three counties are characterized by marginal farming. The value of farm products sold per farm in 1964 was $10,488 for the state, $7,239 for Otter Tail County, $5,965 for Todd County, and $5,670 for Wadena County. Less than 3 percent of the commerical farms in each county were listed as Class I farms.

All of the counties except the western edge of Otter Tail County fell below the state average of $39,075 in average value of land and buildings per farm in 1964. The averages per farm in each county for that year were $21,568 in Otter Tail, $17,671 in Todd and $12,541 in Wadena County. The average value of land and buildings per acre for Minnesota was $166 per acre. For Otter Tail County, the average was $94.20; for Todd County, $98.25, and for Wadena County $55.28. The farm operator level-of-living index in 1959 was 101 in Otter Tail County, 105 in Todd County, and 94 in Wadena County.

Retail Trade

Retailing reflects the distribution of goods and services in consumers. It is basically a supportive industry and adds to the economy as money is attracted from sources outside the locally earned and exchanged income.

Fargo-Moorhead, St. Cloud and Minneapolis-St. Paul are regional retail centers. Communities such as Fergus Falls and Wadena are complete shopping centers. Staples, Perham, Long Prairie and Pelican Rapids are trade centers that provide convenience goods and services. The smaller villages and hamlets provide partial services.

Tourist activity contributes substantially to the economy of the three counties but particularly to Otter Tail County; the County's sales volume in 1963 was nearly $50 million, with Fergus Falls accounting for nearly half of the sales.

Total retail sales for 1966 in Otter Tail County were estimated at $51,419,000 and per capita sales $1,035. For the same year, Todd County showed an estimated retail sales total of $21,018,000 with a $898.00 per capita estimated retail sales. Wadena County had the highest retail sales estimated per capita with $1,860 and a total retail sales of $23,808,000 for 1966.

Wholesale Trade

While there are several wholesale businesses in Wadena and Otter Tail Counties, wholesaling is an economic activity of limited importance in the three counties. The area is served by Fargo-Moorhead, Minneapolis-St. Paul and St. Cloud.

Personal Income

Using 1966 population estimates, the per capita disposable income was $1,279 for Wadena County, $1,289 for Todd County and $1,531 for Otter Tail County. That same year the national per capita disposable income was estimated to be $2,367.

In 1964, 40 percent of the households in Otter Tail County, 47 percent in Todd County and 44 percent of the households in Wadena County had incomes of less than $2,500. Over 21 percent of the households in the three counties had annual incomes between $2,500 and $4,000. On the other hand, 6 percent of the households in Otter Tail County, 4.8 percent in Todd County and 4.3 percent in Wadena County earned $10,000 or over.

Public Financing

The people in these three counties do tax themselves. Local government finance includes municipalities, townships, school districts and special districts. Revenues in Otter Tail County amounted to $210 per capita and expenditures $209 per capita based on 1962 population estimates. In Todd County, revenues amounted to $223 per capita and expenditures $236 per capita. In Wadena County, revenues per capita were $243 and expenditures $265 per capita. In 1962 the national average for all counties was $206 general revenue per capita and $216 per capita expenditures.

In all three counties the largest item of local government direct expenditure in 1962 was for education. Public welfare ranked second in Wadena and Todd Counties and highways third. In Otter Tail County, highways were ranked second and public welfare third. The source of general revenue received by local governments in the counties showed that Otter Tail and Todd Counties received the largest amount of local revenue from property taxes and the state government second. Wadena received the largest amount of revenue from the state government with property tax the second largest source.

Funding from federal sources in fiscal 1968 totaled approximately $26,000,000. Otter Tail County received $12,744,427, Todd County received $5,862,131, and Wadena County $7,397,317. Most of these funds came from HEW, USDA, and for highway building. Public expenditure, local, state, and federal, constitute a major economic input in this as most other rural counties of Minnesota.

Family Facilities and Services

Housing

All three counties showed below average housing conditions compared to the nation as a whole (based on U.S. Census data) but considerable improvement occurred during the decade. In 1960, 74 percent of all dwelling units in the nation were considered adequate as compared to 63 percent in 1950. In Todd County in 1960, 49.8 percent of all dwellings were considered sound and contained plumbing, contrasted to 1950 when 23 percent met these conditions. Otter Tail County met the housing requirements in 52.6 percent of the dwellings in 1960 as opposed to 25 percent in 1950. In Wadena County, 53.3 percent of the dwellings were sound and with plumbing in 1960 as compared to 29 percent in 1950. The national median value of owner-occupied housing in 1960 was $11,900 as contrasted to $6,800 in Todd County, $7,800 in Wadena County, and $8,900 in Otter Tail County.

The majority of the rural areas with defective housing correlates closely with poor agriculture land. The rural townships with the highest level of sound housing in Otter Tail County were located around the county's most attractive lakes. All public housing projects thus far in the area have been oriented to housing for elderly. A public housing project attempts to provide housing for those people unable to satisfy their housing needs from local, private sources. The projects are administered by a Public Housing Authority that is set up by and responsible to the local government. They are funded by bonds guaranteed and assumed by the Housing Authority Administration. These bonds are sold on the open market and the H.A.A. assumes responsibility of realignment of project costs. The local authority maintains the project from rental proceeds.

TABLE V

PUBLIC HOUSING IN CSTE PILOT AREAS
January, 1967

	Housing Authority Appointed	Low Rent Elderly Housing	Number Units (est)	Estimated Costs
Fergus Falls	X	X	60	1,030,000
Henning	X	X	45	675,000
New York Mills	X	X	20	300,000
Pelican Rapids	X	X	45	675,000
Perham	X	X	35	525,000
Sebeka	X	X	12	
Wadena	X	X	61	1,050,000
Clarissa	X			
Long Prairie	X			

According to census figures, in Otter Tail County alone, there was a need for 717 units for people 62 and over in 1966, and only 205 units had been prepared at that time. Current low-rent housing need was about 515 units.

Health

There is a system of medical resources available to the people in west central Minnesota, which includes the Mayo Clinic, the University of Minnesota hospitals, Veteran's hospitals, as well as hospitals in Fargo-Moorhead and Fergus Falls. There are small hospitals in nine of the smaller communities in these three counties. The Lake Region Hospital and Clinics in Fergus Falls have been working on a long-range plan to upgrade medical services for the area comparable to the metropolitan area.

According to the 1960 census all three counties had fewer doctors, nurses, dentists and hospital beds than either the state or national averages. The lower than average per capita income of the three counties also would contribute to a disproportionate number of people who would not utilize health services due to lack of funds.

Welfare

According to the definition of poverty used by the Office of Economic Opportunity, poverty was more severe in Todd County in 1966 than in 1960, but there was slight improvement in Wadena and Otter Tail Counties. In 1966, of a total of 5,903 families, 1,800 or 30.5 percent were counted as poor by the criteria of family size and residence status related to family income. The average income cutoff for distinguishing poor from non-poor was $2,276. There were 15 percent of the Minnesota families counted as poor in 1966. A larger number of families, 2,235, had received incomes below the poverty cutoff in 1960. There were fewer families in Todd County in 1960 so that in the six year period there was a decrease in numbers of people in this category.

Out of a total of 3,259 families in Wadena County, 944 or 29 percent were below the 1966 poverty cutoff which was $2,355 in that county.

A larger number of families had been below the poverty level in 1960--986.

The average income cutoff used in Otter Tail County in 1966 was $2,374. There were 3,303 families out of 12,833 families or 27.7 percent who were poor. In 1960, the total number of families was 12,038 and the number of families below the poverty cutoff was 3,649. That year there were 30 percent who received incomes under the poverty cutoff. In Ottertail County the poverty problem eased during the six-year period.

The welfare rolls in the three counties consist of the blind, the handicapped, the elderly, and A.F.D.C. mothers. These counties are not unlike other rural counties in the extent of negative attitude toward welfare.

TABLE VI

HEALTH PERSONNEL AND FACILITIES PER 100,000 POPULATION: CSTE PILOT AREA, 1962

County	Physicians	Dentists	Nurses	Pharmacists	Hospital Beds
Otter Tail	88.4	59.6	91.5	59.6	413.5
Todd	65.8	43.8	59.7	48.2	293.9
Wadena	90.9	41.3	100.0	82.6	380.1
Minnesota	145.3	70.2	97.2	66.7	511.6
United States	142.9	54.1	118.0	66.7	380.0

TABLE VII

PER CAPITA NET WELFARE COSTS: CSTE PILOT AREA
1965-1967

	1965	1966	1967
Total State	$42.68	$46,68	$51.32
Total Urban	55.68	60.57	67.66
Total Rural	32.76	36.01	38.46
Otter Tail*	33.25	40.58	41.21
Todd*	46.76	57.62	65.11
Wadena	35.30	42.60	44.28

*Township System Counties

Prepared by: Minnesota Department of Public Welfare Research from County Financial Reports and 1967 Population Estimates prepared by the Minnesota Department of Health, July 1, 1965, 1966, 1967.

Education

In the last decade rural people have been convinced of the importance of high school education. They have sent their children into town to get an education. The rural people on farms and in the villages have voted for bond issues that have paid for school buildings to house the increased enrollments. The identity with a local school has moved from the country school house to the high school community.

In the three project counties education is provided by public and parochial schools, a junior college and area vocational schools. The largest school system is the Fergus Falls School District. The high school districts are not entirely within county limits. For example, of the nineteen different high schools serving Otter Tail County's students, only nine are located within Otter Tail County.

By July, 1971, all common school districts will have to be dissolved and incorporated into independent or special school districts. Otter Tail County is second highest in total number of common school districts in Minnesota.

The median school years completed by persons aged 25 and over in 1960 was 8.7 for Todd and Otter Tail Counties and 8.8 for Wadena County. In 1960 the national median school years completed was 10.6.

Functional illiteracy is measured by the number of persons twenty five and older who have completed less than five years of schooling. In 1960, this figure was 6.3 percent for Otter Tail County, 6.2 percent for Todd County and 8.7 percent for Wadena County. Nationally, functional illiteracy was 8.4 percent.

For the population, twenty five years and older, 28.7 percent in Otter Tail County had completed high school or more, 27.4 percent in Todd County and 32.1 percent in Wadena County (according to the 1960 Census). In 1960, 22.5 percent of the population in Otter Tail County was in public schools compared with 23.6 of Todd County's population and 23 percent of Wadena County's population.

In 1962 Otter Tail County allocated 48 percent of the county budget for education. This represented an expenditure of $101 per capita. The school enrollment declined .7 percent between 1960 and 1965 in Otter Tail County. The enrollment figures were 11,893 in 1960 and 11,808 in 1965.

That same year, Todd County allocated 52 percent in the county budget for education which amounted to $124 per capita. Between 1960 and 1965, school enrollments rose 4 percent--6,155 to 6,400.

The Wadena County education expenditure was 57 percent of the county budget and was $152 per capita. The school enrollments, 3,229 in 1960 rose 34.6 percent to 4,345 in 1965.

Wadena County has had five common school districts since 1966. In that year Otter Tail County had 85 common school districts and Todd County had 53. In September, 1968, Otter Tail County had 61 common school districts and Todd had 34. There is local membership in MAPS (Minnesota Association Public Schools) that is still campaigning to save the one room rural school.

The closing of these schools puts a local school board out of work. Such community positions are hard to find in rural areas. The direct power of the school board over the school, the teacher and the curriculum carried much prestige. As the rural schools close and disappear, so does the rural church and a neighborhood meeting place no longer exists.

The schools in all three counties are visited by school nurses or the county health nurses. The county nursing board conducts immunization programs for the rural schools if the county nurses' offices are understaffed. Dental programs, vision and hearing screening programs are also available to all children. The county schools have benefited from federal funds for audiovisual equipment, books and special education aids.

There is no county superintendent of schools in Wadena County. There are annual training workshops for the rural school teachers and the certification of these teachers has not required a college degree as the independent school districts now require by state law. The mental health clinics make their testing and counseling services available to the rural schools.

The Staples Public School System is well known for its model school (ungraded school), progressive high school and outstanding area vocational school. The Long Prairie School District is planning another building project. The education complex at Wadena is new and provides a feeling of spaciousness. The Wadena Technical Institute is planning another building and there are visions of a community college in this community.

There are seven independent school districts in Todd County and four in Wadena County. Consolidation of school districts disturbs people in these counties as well as in Otter Tail County with its nine high school districts.

Otter Tail County has a state junior college at Fergus Falls and plans are being prepared for an area vocational school. Wadena and Todd County students have attended the Fergus Falls Junior College. The enrollment of the college has exceeded 500 for the past three years.

One of the problems of the college and vocational school communities is acknowledging this mobile youth population. Even though the students are supposed to commute, many are renting rooms in the school community. Housing codes, parking regulations and social attitudes are being challenged. So far the schools have provided a step to the more urban world beyond. The local communities have not tuned in to the recreational needs or taken advantage of the teenage purchasing power and the students are not encouraged to stay or even return to these communities.

The Wadena Technical School administration, particularly, would like to enroll many more students from the metropolitan area to keep the student enrollment up and to help meet social and educational needs for all students.

Adults have educational opportunities available to them through the high school adult programs, a junior college, the vocational schools and the off campus course offerings of three state colleges. The University of Minnesota has a variety of general and agricultural extension courses and programs.

Many of the more popular courses have been recreational or home improvement, such as refinishing furniture, tailoring and art. Typing, accounting and basic education courses are being added to meet local needs and requests. Adults are enrolling in training programs and college degree programs both as day students and night school students.

ORGANIZATIONAL INPUTS

The efforts of the CSTE input must be understood not only in the context of the general socioeconomic environment described in the preceding section but also as an integral part of a total functioning organizational system aimed at area development. This organizational system is comprised of both public and private programs; both of these types of programs have national, regional, and local sponsorship.

Vocational Education in Minnesota

The integration of educational resources and labor force requirements has a long history in Minnesota. These broader aspects of vocational education influence the way in which certain educational aspects of the Concerted Services Program have operated.

Vocational education was initiated in Minnesota with the enactment by Congress of the Smith Hughes Act in 1917. Funds were provided for salaries and training of teachers in vocational agriculture, trade and industrial arts, and home economics. In 1965 the appropriation for Minnesota under this act was approximately $142,000.

Under the George-Barden Acts the provisions for vocational education were expanded to include equipment, supplies and other costs involved in vocational training. In 1965 approximately $1,311,000 were made available in Minnesota.

The Vocational Education Act of 1963 became effective in Minnesota in 1964 with the approval of a state plan for education. Funds were provided for the fiscal year of 1965 amounting to $1,975,000 with an additional $89,000 for work study programs. This act expanded vocational education to include post high school programs, adult training, as well as post high school vocational programs. Funds were available for adults who needed upgrading in employment, for people with handicaps, and for other necessary vocational education expenditures.

Minnesota was one of the first states to establish area vocational education schools. Because funds were allowed for construction and equipment for area vocational schools during the early 1960's Minnesota established seventeen vocational technical schools, three being completed and four planned for 1965. Staples, Brainerd, Alexandria, Wadena and Detroit Lakes had area vocational schools. The communities were either within the study counties or within commuting distance.

All programs under these three federal acts are administered by the Minnesota Department of Education. The Area Redevelopment Act (ARA) of 1961, the Manpower Development Training Act of 1962 and the Vocational Act of 1963 emphasized training for job needs. Training programs also have been carried out by large companies such as Honeywell and Control Data and by labor unions.

According to Minnesota Department of Public Welfare studies, nineteen counties in Minnesota make up a "poverty" belt, including Todd, Wadena, Hubbard, and Aitkin Counties. Todd County was the only county with median family income listed between $3,000 - $4,999. It should be noted that

Otter Tail and Lac Qui Parle Counties were also in this category although these two counties were not included in the Minnesota Department of Public Welfare's designated poverty belt.

In 1965, Todd, Wadena and Otter Tail Counties were not designated as distressed counties in the original sixteen Minnesota counties described by the ARA Act. All other counties were classified as distressed only after a petition. The western agricultural counties that had critical conditions of unemployment, underdevelopment, and other economic problems did not petition to become classified as distressed counties. However, Todd and Wadena counties would have been eligible had a petition been made. Aitken County was an ARA county with urban area designation. Hubbard County was designated as an ARA county meeting a rural area criteria of low income, low farm income, and areas of persistent unemployment.

By 1963, training under the ARA Act was being phased out by the broader provisions of the Manpower Development Training Act (MDTA) of 1963. Until June 30, 1964, Minnesota had received $2.7 million under MDTA. The average cost per trainee in Minnesota for this period was $1,397. An additional $8.5 million was authorized for the fiscal year of 1964 and 1965. There was concern that a lack of trained staff in vocational education in the state would curtail full use of the appropriation.

The Minnesota Department of Employment Security, the Vocational Division of the Minnesota Department of Education and the Regional Office of the U. S. Department of Labor's Bureau of Apprenticeship and Training were responsible for implementing the MDTA. The State Manpower Advisory Committee is advisory to all three departments. The committee is composed of representatives from labor, management and the public who are appointed by the Governor. The state committee reviews projects, offers recommendations, and works with other state agencies. Local Manpower Advisory Committees are in each of the areas of the thirty-three local offices of the Minnesota Employment Service. These citizens committees provide local involvement, action and support.

In January, 1965, there were 131 MDTA projects, 69 classrooms and 62 on-the-job training projects approved to train 6,930 trainees in 90 different occupations. Trainees had enrolled from 74 of the 87 counties in Minnesota. Most of the trainees were male, 41 percent had less than 12 years of schooling and all had had previous gainful employment. The largest age group was the 22 to 34 year olds and 40 percent of these had been unemployment compensation claimants or public assistance recipients.

On-the-job training was a small part of the training programs under MDTA. This program had not expanded rapidly because of the limited staff to work with employers as well as trainees.

With the expansion of the area vocational schools, there was optimism about future possibilities of the MDTA in Minnesota in 1965. Programs prepared under the Vocational Education Act were just beginning to be implemented in the state and it was expected that these programs, along with those under MDTA would expand vocational education in Minnesota.

These programs are exemplified in the development of the curriculum at the Staples Area Vocational School, which was established in 1960, and in the more recent area vocational schools located at Wadena, Alexandria, and Brainerd.

For many years students in west central Minnesota attended the University of Minnesota's Schools of Agriculture at Morris and Crookston. Both schools had been phased out by 1966. The Crookston school is now called a Technical Institute. The Wahpeton School of Science, Wahpeton, North Dakota, is a nationally known post high school vocational school and junior college that has attracted high school graduates from the study area.

Programs of the Economic Opportunity Act were under way in 1965 in Minnesota, particularly in the northern half of the state. A Community Action Council was established for Otter Tail County and Wadena County. The Tri-County Council included Todd, Crow Wing and Morrison Counties.

There are numerous private agencies, church organizations and citizen groups who have worked with the problems of unequal opportunity in Minnesota. Representatives of such groups have been available to man the committee structure necessary at the state level. There have been established the Governor's Citizen Council on Aging, the Governor's Advisory Committee on Employment of the Handicapped, the Governor's Advisory Council on Children and Youth, the Mental Health Planning Council, the Planned Parenthood League, the Mental Retardation Planning Council and the Human Rights Commission.

Todd, Wadena, Otter Tail, Aitkin and Hubbard Counties are all included in the Upper Great Lakes Regional Commission area. This commission was created under provision of the Public Works and Economic Development Act of 1965. Title V of the Act provided for establishment of regional commissions that could include several states. The counties in the Upper Great Lakes region share a common problem of lagging economy.

The commission is a federal-state partnership. The state members of the commission are the governors of Minnesota, Michigan and Wisconsin. A federal co-chairman is an appointee of the President and confirmed by the Senate. The goals of the commission are to identify the potential for economic growth in the community and to recommend action programs and projects. The following broad areas are considered: tourism, transporation, natural resources, industrial development and human resources.

Financial support is received from the Federal government for planning, technical assistance and administration. One half of administrative costs are provided by states. The commission works closely with public and private economic development organizations already in existence in the region.

Wadena County has been participating as an economic development agency since May 1967. Wadena and Otter Tail Counties have been a part of the Resources Conservation and Development Pilot Project since 1964. This project was established as the result of the Food and Agricultural Act of 1962. The Soil Conservation Service of the U. S. Department of Agriculture provides technical, financial and loan assistance for the planning and implementation of a balanced program of conservation and utilization of natural resources.

Another special group active in the study area is a citizens committee that is called the Northern Great Lakes Resources Development Committee. The technical services for this committee are again provided by the Soil Conservation Service. This committee represents the same area as the Upper Great Lakes Commission and like this commission recommends projects to Congress.

The two groups seem to be in communication and working together toward the same goals, although one is USDA oriented and the other, U. S. Department of Commerce.

Agency Educational Inputs

Agricultural Extension Service

The Smith-Lever Act passed in 1914 established the Agricultural Extension Service. Wadena County had a county agent and extension program in 1917, and Otter Tail County in 1919. By 1922, Otter Tail County had been divided diagonally and a second extension office located in Perham. The first annual report on file in the Wadena Extension Office reported Boys and Girls Club work activity and a successful county fair. The proposed program for the coming year (1918) advocated the use of fertilizer and soil conservation measures, the importance of using good seed for crop improvement, improved livestock through breeding programs and the importance of keeping farm records. Homemakers were encouraged to use home conveniences and members of the Boys and Girls Club (later 4-H) were urged to complete their records. The proposals could be for 1968.

The county level Cooperative Extension Service is a three-way partnership between the United States Department of Agriculture, the University of Minnesota and the county. All share in financing the County Extension Service. The programs for adults and youth are planned with the guidance of the County Extension Committee. This committee is appointed by the county board of commissioners and is composed of farmers, farm women and county commissioners. The County Extension Committee was established by Minnesota statute in 1956.

In Otter Tail, Todd and Wadena Counties there are four county 4-H councils that meet at least four times a year to coordinate 4-H activities, develop programs and set up county projects, and four Homemakers Councils that plan and carry out training and education programs.

The Todd County Extension Committee in cooperation with other groups initiated a county-wide resource development program study in November, 1963. The results of this study were published July, 1964. This was the Todd County Overall Economic Development Plan (OEDP).

The recommendations for program emphasis have been carried out in areas of conservation and development of resources, farm and home management, family living, public affairs and youth development.

The Wadena County Extension Committee published an OEDP in 1967. This publication was also the result of many people throughout the county working on special study committees.

The two extension offices in Otter Tail County have not used this resource development procedure. However, information is available through the County Planning Commission. The material needs to be studied and recommendations developed by representative groups in the county to produce a program planning tool for Otter Tail County comparable to that of Todd and Wadena.

All four county extension offices of the three counties are included in the same extension district. Each office has a county agent, home agent and secretary. Todd County was without a home agent in 1967 and 1968. By September, 1968 this position was filled. There was a new home agent in the Perham and Wadena offices as well in 1968. Both Todd and West Otter Tail have had a college student as temporary assistant who works with 4-H members during the summer months. West Otter Tail County has had a full-time assistant county agent for a number of years. Frequently a home agent in training is assigned to this office for a six-month period.

There is an area extension agent at Little Falls who works with Office of Economic Opportunity (OEO) programs in Todd and Morrison Counties. A specialist at Brainerd works in Todd, Wadena, East Otter Tail, Crow Wing and Hubbard Counties. An arrigation specialist is located at Staples in Todd County.

A pilot project of the Older Americans Act that is co-directed by the district extension supervisor is located in the Concerted Services project area. The director of this program has her office in the Concerted Services building.

Bureau of Apprenticeship and Training

The U. S. Department of Labor--Bureau of Apprenticeship and Training is responsible for developing on-the-job training for low-income people.

The staff works with employers, training groups, organizations and agencies in the development of projects. This agency is one of the three responsible for implementing the Manpower Development and Training Act in Minnesota. This program is carried out in Minnesota through a private, non-profit agency, CAC-OJT,* Inc. The board of directors includes representatives of the rural Community Action Program (CAP) councils in the state.

The Community Action Councils (CAC) provide trainees to receive on-the-job training and, if needed, counseling is available. The wages of the trainee are paid partially by the employer and the program.

The financial assistance provided through this program are sufficient to provide adequate family income during the training period.

The state supervisor for the Bureau of Apprenticeship and Training, U. S. Department of Labor, is located in St. Paul. One of the field men of CAC-OJT, Inc. resides in Todd County but works throughout Minnesota. He contacts employers and makes arrangements for the placing of trainees. The hiring of the trainees is done through the local Minnesota State Employment Service office. The majority of OJT trainees of Todd, Wadena and Otter Tail Counties were funded under Title V, Economic Opportunity Act.

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*Community Action Counsel--On-the-Job Training, Inc.

Minnesota Department of Employment Security

Minnesota Department of Employment Security identifies local occupational needs, counsels and selects persons for training, pays training and other allowances, provides counseling and placement service after training, assists in adopting on-the-job training programs and conducts follow-up studies to determine whether the programs have met the occupational needs of the trainees. This department is one of three agencies responsible for implementing the Manpower Development and Training Act.

Manpower surveys in Todd and Wadena Counties were conducted by the Smaller Communities Team of the Department of Employment Security cooperating with Concerted Services and the Agricultural Extension Service. The Smaller Communities Program is designed to collect employment data and to provide, temporarily, the services of the Minnesota Department of Employment Security to rural people. This was done by setting up temporary offices throughout the counties with the base office in Long Prairie, and later in Wadena.

The specific objectives were:

1. Determine present and potential manpower resources.
2. Assist in evaluating the economic resources.
3. Cooperate with other agencies and community groups in economic development.
4. Provide employment, counseling and placement assistance to individuals.
5. Determine training needs of the area and trainee potential for use in Manpower Development and Training Programs.

The rural area representative of the Department of Employment Security continued to work with the Concerted Services coordinator in the three-county area after the manpower surveys were completed. The second phase, using the manpower survey is in progress.

Because the Otter Tail Board of County Commissioners put off the decision to provide office space and clerical assistance until August, 1968, the manpower survey in Otter Tail County was not conducted until April-May, 1969. Even though East Otter Tail became a part of the Concerted Services Project along with Wadena County in September, 1967, it wasn't until West Otter Tail finally asked to be included and the request granted in 1968 that the survey request could be considered by the Otter Tail County Commissioners.

Financial and Technical Assistance Programs

Among the organizations found in the counties are organizations with a specific mission in the economic development of the county, such as SCS, FHA, and the Agricultural Stabilization and Conservation Service. Many of these organizations are thought of as being exclusively to offer direct help to farmers, but often these organizations extend services to the rural community and activities allied with the production functions of agriculture.

Soil Conservation Service

The Soil Concervation Service (SCS) was established in 1935. The directive from Congress stated that conservation districts be organized as subdivisions of the states. The act established the State Soil Conservation Committee which was given the power to designate district boundaries, encourage organization of districts and coordinate district activities. The state committee is composed of the state director of Agricultural Experiment Stations and the State Commissioner of Agriculture.

Each district is governed by a board of five supervisors elected by farmer cooperators. Usually the Minnesota Soil and Water Conservation Districts have the same boundaries as the counties.

The districts have the power to establish land and water conservation practices and preventive measures, and provide technical assistance to farmers carrying on such practices on their land. The district also has the power to prescribe land use regulations if approved by local referendum.

Each of the three CSTE counties is in a different soil conservation area. Otter Tail County is in area two and the area office is located in Fergus Falls; Wadena County is in area three with the area office in Duluth, and Todd County is in area four with area office in St. Cloud. The technical services for these counties are obtained through the area offices. Each county has a soil conservationist in the Soil and Water Conservation District (SWCD) office. He works with the district supervisors but is employed by the Soil Conservation Service. Otter Tail County has two districts, West Otter Tail and East Otter Tail.

In 1944 the required number of petitioners asked for the formation of the West Otter Tail Soil Conservation District. The request was granted. It was not until 1958 that East Otter Tail County formed a Soil and Water Conservation District.

In 1959, the Soil and Water Conservation District was established in Wadena County. The district had 47 cooperators and three basic plans by the end of the first year. One hundred and fifty-four people had attended eight educational meetings and there were seven different conservation practices available. By 1967, the Wadena office listed 290 cooperators, 178 farm plans, and 27 different conservation practices.

In 1966 Todd County petitioners requested that a Soil and Water Conservation District be established. An education program was carried out, with the assistance of the Concerted Services coordinator. Todd County was one of the last counties in Minnesota to establish a district. The farmers have been cooperative. The conservationist appreciates the acceptance and believes that the publicity of the program in adjoining counties helped him considerably.

Agricultural Stabilization and Conservation Service

In the early 1930's the Agricultural Adjustment Administration located offices throughout the United States. The general policy of the Agricultural Adjustment Act of 1933 was to establish payments to farmers to adjust agricultural production. After the act was judged unconstitutional by the Supreme Court in 1936, the payments made to farmers to adjust production were accomplished through soil and conservation measures. The funds came directly from the U. S. Department of the Treasury instead of a processing tax as had been the source before 1936. Marketing and purchasing plans for surpluses were added as this agency became the Production and Marketing Administration.

In 1956, the name of this agency was changed to Agriculture Stabilization and Conservation and in 1961, Service was added to the title which is still in effect--Agricultural Stabilization and Conservation Service (ASCS).

There have been offices in Fergus Falls, Wadena and Long Prairie since 1933. During the mid-thirties, Otter Tail County was divided with the second office located in Perham. This followed the division of the county by the Extension Service a number of years earlier.

Since 1961 there has been annual average of 2,600 to 2,700 different farmers participating in ASCS programs in West Otter Tail County. In 1967 there were 3,216 farm operators in the western half of the county. Any land owner, tenant or renter is eligible.

An office manager is employed who may be a local farmer. This manager works closely with the ASCS Committee, whose members are elected by cooperating farmers. The committee members meet regularly in the Concerted Services Area.

Farmers Home Administration

The Farmers Home Administration (FHA) provides supervised agricultural credit to farmers who are unable to get adequate credit from other sources on reasonable terms. Farmers with limited resources and beginning farmers are frequent applicants. To get a loan from FHA the

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farmer has to certify that other credit was not available and he also has to agree to refinance his farm operation until he is able to obtain credit. Rural communities can finance loans for water and sewer systems through FHA. Recreation loans also are available to groups and individuals.

The FHA can borrow funds from the Federal Treasury. It also can use a revolving fund set up by Congress to handle emergency loans and can borrow from other banks.

All applications for loans are made at county offices and are reviewed by a county committee of three people. At least two members of the committee are farmers. This committee has the responsibility for reviewing the applicant's eligibility certifying the validity of the loan request and reviewing the borrower's progress. The operating loans are secured by chattel mortgages.

The district FHA office at Alexandria includes Otter Tail, Todd, and Wadena counties. The Wadena County FHA office was opened in 1964 and its service area includes the ten eastern townships of Otter Tail County. Before 1964, Otter Tail County and Wadena Counties were served by the office located in Fergus Falls. This office was opened in the 1930's as the Farm Security office and was changed to Farmer's Home Administration in 1946. The Farmer's Home Administration Act of 1946 created the FHA to replace the Farm Security Administration and the Resettlement Administration.

There are only two home economists working with FHA in the state of Minnesota. One is located in Thief River and the other Grand Rapids.

The state director has attempted to employ a home economist for the Concerted Services project area but has not been successful. When he had necessary funds he could not locate qualified persons. Presently he does not feel that his budget can allow the addition of such a person. According to the state director, the need for this staff person to work with low income families is imperative.

Coordinating Agencies

The concept of coordination has long been a part of inter-agency cooperation. The idea of coordination among agencies is viewed by many as a necessary outcome of two possible problems when many agencies work in the same area. There may be unnecessary overlaps in functions and there may be problems not of concern to any existing agency. Since one of the major thrusts of CSTE is that of coordination, existing coordinative efforts should be taken into consideration. Some of these are described in the following section.

State Manpower Advisory Committee

The State Manpower Advisory Committee is advisory to the Minnesota Department of Employment Security, the Vocational Division of the Minnesota Department of Education and the U. S. Department of Labor's Bureau of Apprenticeship and Training. The committee is appointed by the Governor and includes representatives from labor, management and the public. The Manpower Advisory Committee reviews programs, offers recommendations and makes suggestions to state agencies.

There are local Manpower Advisory Committees for the Little Falls and Fergus Falls Employment Service offices. These committees of citizens provide local involvement and support because of their awareness of employment opportunities and manpower problems within their own communities.

The Concerted Services Manpower Coordinating and Advisory Committee is composed of representatives from the area vocational schools, welfare directors, local employment offices, the Veteran's Service, Community Action Program, Extension Service and ASCS offices of the three counties.

Technical Action Panel

The State Technical Action Panel (TAP) Committee has a large membership. As federal and state agency representatives are requested to provide information for new programs available in Minnesota, they are invited to belong to the TAP committee.

The executive committee meets prior to a state TAP meeting to prepare an agenda. The members of the executive committee are the representatives of the four U.S. Department of Agriculture Agencies that received the directive to organize TAP. Directors of the Extension Service, the Soil Conservation Service, the Agricultural Stabilization and Conservation Service, and the Farmers Home Administration serve on the executive committee. The FHA director is chairman of the committee.

The State TAP Committee conducts training workshops, provides communication between agencies and to other agencies, and gives direction to county TAP committees. A monthly newsletter has been published since February, 1968. In May 1968, district TAP's were organized to assist with state planning activities and to coordinate county TAP activities within the district.

The district TAP office for Otter Tail, Todd and Wadena counties is located at Alexandria, Minnesota. The FHA district supervisor serves as chairman. There is a district level representative from the Soil Conservation Service, the Agricultural Stabilization and Conservation Service, the Extension Service, and the Community Action Program.

The Wadena County TAP Committee was organized in 1963. When the Farmers Home Administration office was located in Wadena in 1964, the Wadena County FHA supervisor assumed chairmanship of this committee.

Usually there are at least ten of the fifteen members in attendance at the monthly meetings. The county representatives of USDA agencies, the CAP director, vocational agriculture instructors, Employment Service and Conservation Department representatives participate. The county home agent and county welfare director have been invited to attend TAP meetings.

The Wadena TAP Committee has cooperated with the manpower survey, Concerted Services, local public housing authority, Resource Conservation and Development Projects, economic development and county planning. The meetings provide an opportunity for the inter-agency discussion and enlightenment. Such meetings also keep agency heads informed as to possible encroachments into their respective jurisdiction, which has both positive and negative impact on development.

The Otter Tail County TAP Committee was officially organized at a public meeting in Fergus Falls March 15, 1963. Prior to this meeting, local fieldmen for the U. S. Department of Agriculture agencies had met with the Rural Area Development (RAD) steering committee that had been formed December, 1962. The technical assistance of these agencies was explained and offered to the RAD committee. The RAD program was destined for failure in Otter Tail County because the threat of political implications in participating in the RAD program caused the county leaders to withdraw support.

Some of the TAP members, realizing this could seriously hamper development in Otter Tail County, urged a more active involvement through TAP. As a result of their concern, the TAP committee met at regular intervals and delved into agency programs that had been overlapping and controversial. One of the major contributions made by TAP is that the agency people are communicating, and sharing information. They are thereby enabled to direct clients to another agency, if that program more adequately meets their need.

Within the past two years the responsibility of TAP chairman and TAP related activities have been part of the job responsibility of the FHA supervisor. His attitude has changed as TAP is no longer extra duty and his interest and leadership has increased significantly. The supervisor views a major aspect of his assignment as the distribution of program information.

Since the initial meeting of the four USDA agency representatives, the Otter Tail County TAP Committee has grown to a membership of about fifty agency representatives. This number is due primarily to the double county offices for most agencies. The most recent members have been the Minnesota Department of Employment Security, Concerted Services, electrical co-ops, and welfare representatives.

Several villages have asked for technical assistance in applying for water and sewer treatment plants. Vergas and Underwood have now completed projects and Dent has requested assistance.

Assistance has been given to the Resource Conservation and Development (RC&D) Committee for special projects. Project MOO (Mobilizing Our Oldsters) is a community action council program that received TAP cooperation. The implementing of rural housing programs is the most recent assignment for TAP.

The TAP committee in Otter Tail recommended that the Concerted Services Pilot Project include Otter Tail County. This recommendation was made to the County Board of Commissioners as well as the State TAP Committee.

The Tri-County TAP meetings called by the Concerted Services coordinator are not part of the structural relationship of county-district TAP committees. A topic of general interest to the representatives of the three counties is presented, discussed and an action program may develop. The pasture renovation program designed for the agricultural area of the three counties was presented to the appropriate state agencies and put into effect through the four county ASCS offices. The attendance ranges from 75 to 150 people, depending on the target audience invited as well as the three county TAP committee members.

There is a term that has been used in church mission work for many years--OUTREACH. TAP provides a meeting ground for those agencies that each have a special directive and personnel assigned to do OUTREACH.

The Farmers Home Administration, Employment Security, the Community Action Council are each using the term in their own context. However, it still means the same as the church mission term--each one reach one.

Resource Conservation and Development Project

The West Central Minnesota Resource Conservation and Development (RC&D) project is one of the first RC&D pilot projects in the United States authorized by the Food and Agriculture Act of 1962. The RC&D project demonstrates that local people and agencies can work together to accelerate the growth of their area by coordinating all of the existing programs and agencies already at work in the area into unified projects. Each project can be financed by local, state, and federal grants and loans.

Local people are encouraged to develop project proposals and submit them to their county RC&D committees. If it is accepted it is then presented to the Soil and Water Conservation District Supervisors, the County Board of Commissioners and the West Central Minnesota RC&D project committee. The local people provide the ideas, motivation, and leadership. Technical people from the various agencies provide education, technical and financial assistance upon request.

The project objectives are to develop new approaches to conserve and develop the natural resources of the project area and to secure financial aid to develop these resources. Agriculture, forestry, recreation and industry are the major areas of concentration.

There were two proposed pilot projects in Minnesota: Kandiyohi, Swift and Pope, and Wadena and East Otter Tail. However, both political and practical considerations dictated that the Secretary of Agriculture make one project area for Minnesota which included the five proposed counties. There have been problems and differences, but the people involved have been determined to cooperate within the Minnesota project.

One of the obstacles was that Otter Tail County had not developed an Overall Economic Development Plan (OEDP), in part because the county did not participate in RAD. An OEDP had to be prepared as the initial step in the RC&D program. County planning studies helped remedy this situation. Furthermore, only East Otter Tail had joined with Wadena to be in the RC&D pilot project. West Otter Tail leadership refused to join the other counties until the deadline neared and only then moved to join the project. The conservative, more affluent element of West Otter Tail followed the same pattern with Concerted Services.

The sponsors of the RC&D project are the Soil and Water Conservation Districts and the Boards of County Commissioners of the five participating counties. This includes Wadena and Otter Tail counties. Todd County is not included.

There is cooperation between the staff of RC&D and Concerted Services. This is evident in economic development planning, utilizing federal and state programs for rural areas.

The CSTE Input

The organizational inputs described in the foregoing pages are not intended to be exhaustive of all such inputs, but rather as illustrations of the major types. Some are examples of coordinative efforts which are primarily programatic, such as the Manpower Advisory Committee and TAP. Other programs illustrate coordination of technical services and skills as they relate to the implementation of specific projects, such as the RC&D project.

In the preceding description, it is evident that there was a relatively high level of organizational structure existing in the Minnesota counties prior to CSTE, and this structure seemed to be aimed at problems of development similar to those in the CSTE program. In contrast to some other areas, one might assume that this structure indicates less need for a CSTE program. However, the analysis in Chapter II of the socio-economic context indicates that there exists many important problems of development in spite of the previously existing structures. It may be that in certain areas the prime function of CSTE must be to initiate projects. However, in the midwest it appears from the foregoing analysis that coordinating existing agencies and programs will be the major role of CSTE. The coordination of existing agencies which have long been traditions of relative autonomy may be found to be more difficult than the initiation of specific projects.

The first and fourth objectives of the CSTE clearly call for coordinating activity with various agencies and programs such as those described in the preceding pages, including those agencies which are themselves charged with coordination. Ample evidence exists to indicate that both the first and present coordinators in CSTE in Minnesota have directed their efforts toward fulfilling these objectives. Thus, we must see the input of CSTE as part of the total organizational structure of the three counties--the entire structure being aimed at one target, development.

Local Input

On July 1, 1965, the announcement was made by Governor Rolvaag and Representative Hinman, Grey Eagle, Minnesota, that Todd County had been selected for a pilot rehabilitation program. They stated that the Federal program was designed to aid state and local officials in developing the economy of a depressed area by a variety of programs. Hinman stated that the program would place emphasis on the problems that face Todd County such as the out-migration of youth.

The Governor regarded Todd County as the most suitable county in Minnesota for the pilot program since it was a rural, low income county and Staples had a median family income of $2,900.

It was stated in the news article in the Long Prairie Leader that "A tri-county board will be set up with Morrison and Crow Wing Counties to administer the program. A team of Government Rehabilitation men would be sent to Todd County to set up the program and assist local officials in implementing the program."

The county coordinator for the project was appointed in August, 1965, and sent to Washington, D. C., for a week of intensive orientation in September. His first assignment in Todd County was to arrange a meeting with the county executive advisory group of RAD, and TAP. Because this committee did not exist, the coordinator arranged a meeting of community leaders. Two government experts on rehabilitation from Washington, D. C. attended the meeting as did some 300 local leaders.

The Concerted Services Project was introduced to the county and the rural area representative of the Smaller Communities Program of the Minnesota Employment Service explained the manpower survey that would be conducted in Todd County as part of the Concerted Services program. A community by community structure was set up for organizational purposes for the manpower survey.

The Todd County Resource Development Committee that had completed the Overall Economic Development Plan in 1964 and the Todd County Community Action Council became the Concerted Services Advisory Committee at this time.

The coordinator was assigned office space in the new addition of the Court House. One of the County Commissioners commented: "If the pilot project is to do the great things for the county promised by the Washington visitors, the Concerted Services office deserves to be in the new building." Desk space was then assigned in the basement in the bomb shelter. However, when the county nurse resigned, the coordinator, the CAP director and the director of the manpower survey moved upstairs into her former office.

In October, 1966, a new coordinator was assigned to Todd County. In spite of some evidence to the contrary, the general pattern of events exhibited a willingness of the local population to accept an interdependent relationship beyond the boundaries of the local community in order to develop their socio-economic potential. While this may not appear as a giant stride in the eyes of many people, such a move is a sharp departure from the notions of complete self-sufficiency which characterize the rural community.

Inter-agency Input

On September 11, 1967, community leaders from East Otter Tail and Wadena Counties met to discuss the addition of their counties to the Concerted Services Project. C. B. Gilliland, Rural Development, Washington, D. C. outlined the reasons for the pilot project approach. The coordinator described some of the projects carried out in Todd County. The two groups of county leaders each requested that their county be added to the project.

Meanwhile, a special group representing state and federal agencies met with the Governor's administrative assistant to discuss the Concerted Services Project. A motion was made to send the request to add Wadena and East Otter Tail Counties to the project in Rural Community Development Service, U. S. Department of Agriculture.

September 16, 1967, Governor Harold LeVander announced the inclusion of Wadena and East Otter Tail in the project. That he had indicated his support earlier in the month was noted in the news release.

By November 1967, the Concerted Services office had moved to Wadena. The office was a remodeled cafe on the main street and provided office and meeting space in a central location for the three counties.

February 29, 1968, Governor LeVander announced that approval had been received from the Rural Community Development Service to extend the Concerted Services to include all of the Otter Tail County. He had sent a letter of request for the addition of West Otter Tail at the request of about thirty-five community leaders who had met with the coordinator the previous month.

Some members of the Fergus Falls Chamber of Commerce were enthusiastic and insisted the people had to make a positive decision. They could see the value of a manpower survey for the county and this was the way to get it done fast.

One man in the audience stood up and demanded of the coordinator: Who was he responsible to? Where did his salary come from? Where did he send his reports? How could he be effective if he was not a part of an identified agency? There were just a few other questions.

The audience was reminded that time was running out for the west half of the county to be added to the project. They were not reminded that East Otter Tail could not get the manpower survey alone. The whole county had to be included. This followed the same pattern as the county's two part acceptance of the Resource Conservation and Development Pilot Project. The county operates as two counties in many rural programs. But even under the best of circumstances, coordination is not achieved in a short time.

The request from the group was sent to the Governor the next morning. The Concerted Services Project then included Todd, Wadena and Otter Tail Counties. In an article that appeared in the newspapers covering the three county area, it was announced that a new Concerted Services committee had been appointed to represent the three counties.

The Otter Tail Board of County Commissioners did not take action on the manpower request until July, 1968. Organization for the Otter Tail survey was begun January 20, 1969. Wadena County moved more quickly. That survey was completed in April, 1968. Otter Tail County leaders planned to complete their manpower survey by April, 1969.

The Coordinator's Position

In Minnesota, the selection of the coordinator was to be from a U. S. Department of Agriculture agency. Arthur Hanson, state director of farmers Home Administration, represented these agencies on the initial steering committee. He asked the Minnesota Agricultural Extension Service to be responsible for filling the coordinator's position.

The director of Extension has talked informally to William Dorsey about the position. Dorsey had been working as an area extension agent in adjoining counties and had demonstrated considerable skill in his assignment.

Dorsey was formally asked if he would accept the position for one year. There was no guarantee that he would stay on longer than a year. The State TAP Committee was asked to approve the coordinator. Hanson added that there was ample opportunity for TAP members to express themselves. Dorsey was also approved by the committee in Washington, D. C. Hanson served as liaison.

The coordinator is paid his salary through the University of Minnesota and in this manner retains the employee benefits accrued as an Extension agent. He also sends copies of quarterly reports to the Extension Service, but he is not formally responsible to the Extension Service.

The Extension district supervisor is responsible for sending out office equipment, furniture and supplies for the Concerted Services office. The district supervisor also serves the District TAP Committee which becomes involved in program development in the area. This would include activities of the Concerted Services Project.

Although the coordinator does not have an extension agent relationship to the district supervisor, they are in frequent contact with each other. The coordinator can ask directly for specialists to come into the area or such requests may come by the usual route via the county extension

committees. A conscious effort was made to avoid superimposing extension programs in Todd County.

Dorsey resigned after one year to take an area extension position. The Concerted Services position was then filled by Sherman Mandt, a county agent in East Otter Tail County. This again was handled through the Extension Service and approved by the State TAP Committee.

The position of assistant was filled by Jared Smalley, a person outside of the Extension Service. Jared Smalley had been interviewed by the coordinator, the district supervisor and the director of the Extension Service. He has assumed primarily the development of Concerted Service in Otter Tail County.

Considering the difficulties of coordination, the account of these events shows that there was a clear desire on the part of high level administrators to offer whatever resources were needed to make the program successful, and the amount of cooperation among the various agencies and levels of government is impressive.

EVALUATION OF PROCESS AND PRODUCT OF CSTE

In viewing both the program activities and the objectives of CSTE in Minnesota, the evaluation may be divided into four relatively distinct functions. In order of time sequence, although not necessarily in order of importance, these functions are: (1) the research function--identifying problems, needs, and resources; (2) the coordinating function--bringing existing agencies and institutions into closer cooperation to meet the needs identified in the research function; (3) the educational function--developing training programs, adult education meetings, and the like to help people increase their awareness, knowledge of resources, and skills; (4) the development function--developing new organizations, indigenous leadership and the like.

Under these four functions, the original objectives can be related in the following way:

The Research Function

The second objective of CSTE was: Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

The Coordinating Function

The first objective of the CSTE project was: Develop general operational patterns for concentrating all of the available emerging and necessary agencies and resources on the occupational educational problems, and as necessary on the health, welfare, socio-economic, and related problems of those residing in the three (pilot) communities.

The fourth objective was also in the area of coordination: Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

The Educational Function

The third objective was: Develop ways in which these rural communities can provide educational guidance, and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic educational skills, improving general conditions of health and correcting physical conditions, improving appearance and personal characteristics, providing vocational counseling, and developing occupational competency.

The Development Function

Both objectives five and six are directed toward community development, personal attitudes and social structures.

The fifth objective was to: Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

The sixth objective was: To determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and to make recommendations for necessary adjustments.

The Research Function

The research function in programming has been recognized increasingly as an integral part of successful programs. It is not by accident that most corporate structures have provided for research and development--a combination which points positively toward the integration of the two.

The second objective of this program was a statement of recognition of the importance of first identifying problems, needs, and resources. It appears to the evaluators that this objective was realized quite effectively and, probably, the manpower surveys would not have been conducted except for CSTE.

Manpower Survey

One of the first projects to be initiated in a Concerted Services county is a manpower survey. In Minnesota, the rural area representative of the Smaller Communities Program, Minnesota Department of Employment Security assisted community leaders in setting up a manpower survey committee in each community in the county. The headquarters office at the county seat and the facilities at other registration points were provided by the county and each community.

The first phase of the survey was an employer survey to determine the present and future employment needs of the county. The next phase was registration of men and women between the ages of 16 and 65 years of age. The mobile team attempted to reach employed, unemployed and the non-employed. The rural area representative, counselors, interviewers, and a clerk-typist made up the team that went out to the people in all parts of the county. While registering the people the mobile team counseled, tested, and made referrals to job openings and worked with local agencies to determine ways of meeting individual needs. The outreach technique developed by the mobile teams was a major reason for the high percentage of the adult population registered in Minnesota county surveys.

Todd County Manpower Survey

The manpower survey was launched in Todd County on October 4, 1965. The registration was completed in January, 1966. Most of the staff of the Smaller Communities team had left the county by July 1, 1966, although service was continued in the county as needed and requested. The publication "Manpower Resources of Todd County," December 1966, was distributed in the county early in 1967. A year later the rural area representative urged Todd County leaders to use the survey as a tool of the economic development they were seeking. He noted, "You've got to provide opportunity to young people so they can remain home." (Fergus Falls Journal, January 9, 1968)

As a result of the survey in Todd County, youths were referred to Neighborhood Youth Corps, and training courses were set up under the Manpower Development Training Act. In addition, a new optical plant and expansion of a printing company, based on a loan of $68,000 from the Small Business Administration, created new jobs. Table VIII gives data on the labor force and manpower survey registration in Todd County.

Wadena County Manpower Survey

Following the official recommendation of the Wadena County Board of Commissioners to cooperate with the Minnesota Department of Employment Security in conducting a manpower survey, plans were underway by February, 1968. The expected goal of registrants was a minimum of 5,000 persons. The labor force and registration in Wadena County in 1960 and 1968 are given in Table IX.

In a letter to the editor, Wadena Pioneer Journal, April 11, 1968, the state acting supervisor of the survey complimented the people of the county for their interest, enthusiasm and participation. Especially noteworthy was the high percentage of registrations in the smaller communities and the extraordinary participation the day of a blizzard when the team expected people to stay home.

The survey publication was ready for distribution by December, 1968. This was the fourth county manpower survey to be completed in Minnesota.

TABLE VIII

LABOR FORCE AND MANPOWER SURVEY REGISTRATION: TODD COUNTY

	Male	Female	Total
Census of the 1960 Labor Force - Total	6,311	2,893	9,204
Non-ag. Employed	2,771	1,742	
Agri. Employed	3,263	1,003	
Unemployed	277	148	
1966 Manpower Survey - Total	3,238	2,771	6,009

The total registration by community was:

Grey Eagle	531
Browerville	801
Clarissa	531
Long Prairie	1,560
Eagle Bend	610
Bertha	460
Hewitt	162
Staples	1,354
Total	6,009

Other activities applicable to the employability of local manpower included the following:

Specific Aptitude Tests	31
Counseling Interviews	444
Proficiency Tests	37
GATB Administered	242
Openings Received	107
Referrals	179
Placements	70
MDTA Screenings Interviews	204
MDTA Placements	136
NYC Placements	31
NYC Placements (Mobile Team Share)	45
Job Corps	4
Employer Contacts	138
"Green Thumb" Referrals	96
"Green Thumb" Placements	21

TABLE IX

LABOR FORCE AND MANPOWER SURVEY REGISTRATION: WADENA COUNTY

	Male	Female	Total
1960 Census of the Labor Force - Total	3,048	1,251	4,449
Non-Ag. Employed	1,690	997	2,687
Agricultural Employed	1,176	178	1,354
Unemployed	182	76	258
1968 Manpower Survey - Total	NA	NA	5,175

The registration by communities was held from mid-March until mid-April. Community registrations were completed in:

Sebeka	874
Nimrod	252
Aldrich	147
Verndale	464
Menagha	531
Wadena	2,934
Total	5,175

Otter Tail County Manpower Survey

The Otter Tail County Board of Commissioners requested that the Minnesota Department of Employment Security conduct a Manpower Resource Survey of Otter Tail County at the earliest date possible. This item had been on the Board's agenda for the five months and finally received formal action at the July, 1968 board meeting.

The organizational meeting for the survey was set for January 20, 1969, by the assistant coordinator, Concerted Services and the Rural Area Representative, Minnesota Department Employment Security. At the time this report was written, the survey had not been completed.*

Post-Manpower Survey Activities

Follow-up activities of the manpower survey in Todd and Wadena Counties have included:

1. An Employment Security representative spends one day in each county each week.

2. Basic education classes have been organized because of need evidenced by the surveys.

3. Information has been used to update Overall Economic Development Plans and prepare community brochures.

4. The information has been used to interest new industries in locating in the counties.

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*Editors note: Just before printing we received the results of this survey. See Appendix E.

Coordinator's Role in Manpower Surveys

The first coordinator on the Concerted Services Project worked closely with the manpower survey. He helped in the area of publicity, working with other agencies and bringing the expertise of his knowledge and contact with the many available government programs. He met with state and local school officials, teachers and Minnesota Employment Security representatives to set up the farmer, general program under MDTA. He had the assistance of the rural area representative in setting up a training applicant screening committee. The mobile team helped to identify possible trainees for the program.

The coordinator also worked with directors of the Title V program and welfare department to encourage the use of OEO funds for on-the-job training and other means of training heads of households for permanent employment thus removing them from county welfare rolls. As this program was funded for the county the mobile team registrants that met the qualifications of the program were located and assisted.

The first coordinator probably spent about one-third of his work year coordinating with the manpower survey.

The second coordinator helped to publicize the Wadena manpower survey. He discussed it with local leaders and obtained the support of the county TAP members. Such support was necessary to get the endorsement of the County Commissioners. The survey was handled by another staff and from a different office location. The use of the data as a tool of economic development is continually put before the public by the coordinator.

The assistant coordinator has assumed the responsibility of the Otter Tail County survey. He had met many times with the County Commissioners and community leaders, explaining the purpose of the survey, the value of the survey to the area and the local responsibilities involved.

Other Research Functions

While the manpower surveys represent the principle product of the second objective, there were other research related activities. The CSTE coordinator was able to effect the establishment of an experimental irrigation farm in conjunction with the Staples Vocational School and the University of Minnesota. This farm was for purposes of researching the possibilities of increasing the yield and making the basic agricultural enterprise in the county more productive. The experimental farm has been established and the University research inputs, in terms of personnel and other resources, have been committed.

A long range research and development program has been for the most part a result of the liaison between the CSTE personnel and the University, involving the Economics and Agricultural Economics Departments and the Geography and other departments, under the directorship of Professor John Borchert and Professor Wilbur Mackey. Both of these professors are development specialists.

It is clear from these projects that the research function of any developmental program is best carried out if not separated too much from the coordinating function. In the case of the manpower surveys, coordination at the local level was both necessary and, possibly, carried out only because of the presence of the CSTE coordinator. In the case of the experimental irrigation farm and the long range economic development projects, the continued liaison with the University was of critical importance.

We conclude that efforts in the direction of achieving the goals set in Objective II have been highly successful, possibly beyond the level of achievement which could reasonably be expected in the time that has elapsed. We believe that the existing base will result in a continuous flow of relevant information out of which future programs may emerge.

The Coordinating Function

As indicated in the introduction of this chapter, two objectives, the first and the fourth, pointed toward coordination as an important aspect of the Concerted Services program. These objectives called attention to the need for employment and related problems, as well as toward job training and developing new jobs in the community.

In an earlier chapter the wide array of organizations already working on problems of this type were described, and from the point of view of the Concerted Services coordinator, these organizations were the resources with which he could work. The extension background of both coordinators in Minnesota prepared them well for this aspect of the work, since extension agents devote a major share of their time in work coordinated among the varous agricultural services.

However, there is more to coordination than simply arranging meetings and agreements between existing agencies. Most communities have power structures representing relationships between leaders without whose approval, tacit or otherwise, any program will, in essence, fail. In addition to the power structure there exist wide-spread attitudes of the populace which, in rural areas, have been characterized by a long standing antagonism to federal intervention, welfare in general, and a strong belief in local autonomy.

Coordination, then, in a sense, must include legitimizing programs with the power figures and also with the populace. This legitimation is as important as an underlying feature of the program as is its actual process of obtaining interagency cooperation.

Legitimizing the Program

Dorsey, the first coordinator, utilized the participant observer technique to acquaint himself with the values, leadership structure and general traditions of the communities in the program. Nothing in the guidelines of the CSTE prepared the coordinator for identifying the power structure or in determining the role of power figures in initiating and implementing the program. He recognized early that the advisory committee was not the power structure or maybe not even a part of it. Although he was not instructed to do so, he felt it would have been wise to identify the community leaders and their community goals, even though their goals might have differed from those of the total community. This was not accomplished to his satisfaction. The county OEDP under Rural

Area Development defined county goals primarily from the viewpoint of agriculture and family living. This was satisfactory for some purposes but hardly adequate for community development.

Dorsey described the training sessions for the county coordinators as intense and valuable for the most part. He felt that the Federal Extension Service representative assigned to the project was the key contact person for him in the Washington office. When this representative was taken off the project and not replaced, Dorsey thought that the Minnesota project suffered a setback.

There was one county-wide meeting to explain to the public the pilot project in Todd County at the time of initiation of the program. The Washington, D. C. staff members outlined possible results to an audience of about 300 county citizens. Dorsey perceived the definition of these possible results by local people as "promises from Washington," and felt he could not begin to fulfill these perceived promises. He began to detect a reluctance on the part of local leaders to be dominated by "federal programs handed down from above." The federal money was acceptable, but local people preferred to receive money and use it as local officials thought best.

Dorsey felt that there was not an adequate understanding or preparation for the project among either the leaders or the general public. This lack of preparation may have aroused or intensified feelings about government intervention and control. The present evaluators have observed that anti-government feeling is often one means of avoiding the identification of or admission of problems in the rural community.

Concerted Services was used by other agencies to get their programs through. Leaders of other government agencies recognized that they did not have the liaison with elected state officials that Dorsey had enjoyed for a number of years. The direct line to Washington was unique even for him, however. He recognized the political changes in the power structure resulting from reapportionment and its importance for the development of the CSTE Project in Todd County. One ramification of the reapportioning was that Todd County had no representative elected solely from that county itself. The two liberal Todd County legislators lost to the conservatives in the 1966 election. Though the newspapers were conservative in their editorial policies, there had been a satisfactory relationship between the liberal legislators and the editors.

The election of the Republican governor--a good friend of one of the most active Todd County Republicans--seemed to coincide with an increasingly negative reaction to Concerted Services.

One liberal legislator, who was the first director of the Todd County OEO office and later an OJT coordinator, worked with Dorsey, and shared the same office. Dorsey helped him establish several OEO programs. Certainly the legislative connections in St. Paul worked to the advantage of both men in the early stages of both programs. When the OEO director resigned from his position, he was replaced by another local political figure. Both of the men who held the OEO position were local men who had grown up in the county, and had completed their education at the high school level. Dorsey was the educated outsider who was associated with the "they" of the federal programs.

Through the manpower survey, the welfare files were evaluated and a number of welfare clients were found eligible for retraining. Some of these people were on the Title V OEO program. This caused some difficulties in working relationships between the welfare department and CSTE personnel, a pattern found throughout the country in recent years, and from a sociological perspective, to be expected.

The county agent was reluctant to assume leadership in setting up meetings which Dorsey and the CSTE Advisory Committee requested. The county agent was responsive to certain farmers and county leaders with whom he had been working. In spite of the close tie between the Extension Service and CSTE at the state level, Dorsey, himself a former county agent, had to make appointments to see the county agent, who was located in the adjoining office. Dorsey found it expeditious to take the initiative in setting up meetings for CSTE purposes. Dorsey and the county agent had been acquainted for a number of years and had worked in the same organization. It is evident that more than personal acquaintance is needed for effective interagency cooperation.

Dorsey interpreted his task as that of matching community needs with the resources available at any governmental level that could take care of that need. However, he did not see his role as implementing programs, setting of goals or filling out application forms properly. His reasoning was that if this program were to succeed and if he were to do any good at all, he must get the people to do these necessary steps themselves. Then, if the CSTE program was phased out the communities could continue to utilize these programs available to them. This concept of development is entirely consistent with sociological research and previous experience in community development. The assignment was not easy and even less popular. To other agencies he was a visible reminder that they could be doing more for the development of Todd County than they were doing.

The manpower survey was a success story. It was an example of what good communication and community organization can accomplish. Both the director of the manpower survey and Dorsey spoke of the importance of going out to the people where they were. The people who were hesitant to come into Long Prairie were able to come into their own community and sign up on the survey. There were those who were unable to come and home visits were made. Taking the survey to the people was the element which made for success in this story. Men and women were helped to find local employment and on-the-job training with which they could improve their situation.

There were some problems uncovered by the manpower survey. Most of the MDTA training courses required high school equivalency. Adults had to go to Duluth to obtain this basic education. Not many men or women were able to do this. It was difficult for these people to admit they lacked education as well as skills. The school systems had not recognized that they could provide such education locally and had practical reasons why they would not accept the responsibility.

Even young people who had not left the county for training or education were difficult to relocate for training. The young men who were sent to Job Corps would come right back again. One young fellow returned to the county almost as soon as the coordinator, who had taken the boy into St. Paul to put him on the bus. The bus taking the boy to a Job Corps camp had made a rest stop at a town just outside of Todd County, and the boy was home in short order. The attitude of fear of leaving seemed to be a factor with all age groups.

The superintendent of schools in Staples, who was extremely knowledgeable in the area of use of funds, was an excellent source of information and help. Dorsey appreciated the assistance given by the superintendent in getting the other school superintendents from Todd County to meet with Minnesota Department of Education officials in St. Paul. At that meeting the application for PL 89-10 and use of funds was explained and encouraged.

There were problems in dealing with local school districts as well as frustrations in communicating with the state education departments. However, all the school districts did apply for and received 89-10 funds. A person from the Minnesota Department of Education commented later that Todd County did not get preferential treatment but had received prompt action because the forms arrived properly and completely filled out.

Not all agency employees at the state and federal levels reacted as education officials and this was one of the main problems encountered by the coordinator. A person in St. Paul or Washington would hold an application for a period of time because he or she felt this waiting period was a good policy. To get the application off someone's "hold" file quickly was a major use of Washington liaison staff members and a key to local success.

The pilot project had hardly been in existence more than a month when the Minneapolis Tribune sent a reporter to Todd County to get the story of Concerted Services. The pictures were disturbing to local citizens, particularly in Long Prairie, and to Todd County migrants who lived in Minneapolis. The community of Grey Eagle took the message of rural poverty seriously and began to look at the problems facing the community. Staples used this as one more reason to diversify local industry and strengthen the area vocational school curriculum. The county newspaper and local conservatives were insulted. A meeting was called in Long Prairie following the release of the article (November 7, 1965) to determine what could be done. The sentiment was running strong to end the program. A local attorney moved that the program be discontinued. The president of a local firm suggested that some good had come from the program and he proceeded to change the attitude of the group. The motion didn't pass.

One of the results of the meeting was the newspaper editor suggested that Concerted Services could have a column for information articles. Articles were published until 1967.

Several projects were initiated in Long Prairie. Hart Press worked with the coordinator, the Staples Area Vocational School and other agency people to establish the Graphic Arts School as a satellite of the Staples school. Everything was going along well. There was a possibility that this could eventually lead to a vocational school in Long Prairie. At this time one of the young women from the class, not from Todd County, became involved in a drinking incident with a local teenager. The community became upset about the type of people such classes bring into the community, a typical response throughout the county. The class was moved to Staples where it has been continued each year since. Graduates of the course continue to be hired at Hart Press.

When Dorsey was promoted to area coordinator in Extension, Sherman Mandt became CSTE coordinator. This was in October, 1966, a year after the pilot project had begun in Todd County. He had previously been county agent in East Otter Tail County. His office and home were located in Perham, Minnesota.

Mandt's appointment had been made through the Agricultural Extension Service and approved by the Minnesota TAP and the Washington Task Force. He spent about a month with Dorsey, becoming familiar with the program, rather than having an intensive training period in Washington before he assumed full responsibility as coordinator.

Mandt moved into an established office--the first secretary for the project was still present and she was able to provide continuity of reports and office routine. Programs were at various stages of development, some of which were completed, such as the manpower survey; some scheduled, such as agricultural extension information meetings; and some to be completed, such as the irrigation farm proposal and Todd County TAP. Mandt had to acquaint himself with the local, state and federal agency personnel that Dorsey had regularly called on for assistance and results.

He did not attempt to divorce himself from his agricultural background but to develop interests beyond agriculture. The attitudes toward the program are best described by a statement made by one of the older citizens of East Otter Tail County: "I don't understand how a conservative like Sherman could take a job selling government programs."

In explaining Concerted Services to the public, Mandt explained that this project dealt with human resources as the Resource Conservation Development Project dealt with natural resources. He mentioned many times that in order to have training and education programs there had to be local economic development to provide employment and hence a need for training.

Often program directors must choose between resource people in the local community. For example, Mandt found the young men who ran the radio station in Long Prairie easy to communicate with, but in so doing seemed to cut himself off from the editor of the county newspaper. He was able to work well with the county CAP director, but not the tri-county director.

Because there was a change in the personnel in the Minnesota program, one could easily expect a difference in the concept and procedures of the work of the agent. Such a change did occur. Based upon the interview data, both with the agents themselves and with those with whom they worked, it is the definite impression of the evaluators that the tactics of development changed from the first to the second agent. The initial Concerted Service agent employed what is known in the literature in sociology on community development as the "organizational approach": The main idea of development is to develop organized groups which can get experience in solving problems with the help of the professional, in this case the Concerted Services agent, and later become independent of the help of that professional. In this concept a particular project is a means to an end for the professional, since his goal is the development of an organization in the community which can sustain community development activities after the professional is no longer available. To the people in the community, of course, the project is still the goal, and the organization is the means.

The second Concerted Services agent used a different concept of development, that which is often called a "project approach." The procedures with two concepts overlapped greatly, but there are some important differences. In the project approach, the agent concentrates on the success of the project, and his goal is the same as that of the community, namely, a specific achievement in terms of what is desired in the community. This achievement is usually of a material sort, such as a training school, greater employment and the like. In the project approach the organization of the community is a means both to the professional worker and to the citizens, and the specific achievement is the goal.

After only one year's time there is no way to evaluate the relative effectiveness of these two methods of development in this case, although it is known from other studies that they have different consequences for long-term development. The organizational approach is slower in getting started, but after a long time seems to be more successful, although achievements using this type of approach are difficult to measure. The autonomous nature of the community organizations developed with the help of the professional is well known. The project approach, on the other hand, gets off the ground earlier, with achievements ready to view early in the career of the program. However, it appears from some experiences elsewhere that this project approach concept of development makes the community more dependent upon the professional help in the long run.

Because of the change in style, we cannot use either the project accomplishment or the organizational accomplishment as exclusive criteria for evaluating the program. One should not assume that Mandt's approach was exclusively project oriented. He did attempt to use the established organizational structure, but had varied success with his approach. He failed to get the Todd County Board of Commissioners to begin county planning, but succeeded in the activation of Todd County TAP and eventually the Tri-County TAP. He also worked closely with Staples Area Vocational School.

Mandt moved the Concerted Services office on to the main street, figuratively speaking. He moved into larger quarters in downtown Wadena and has provided space for the extension agent who directs the Tri-County pilot project of the Older Americans Act. The alcoholic referral personnel have office space and the Minnesota State Employment Service and Internal Revenue representatives each spend one day a week in the Concerted Services office. Thus a growing number of people look to the Concerted Services office for a variety of reasons. For example, the Concerted Services secretary provides telephone answering service for all the agency personnel. She also provides secretarial service for organizations that Concerted Service personnel advise. Table X provides a summary of this service.

Interagency Cooperation

In legitimizing the program within the context of conservative leadership and conservative attitudes on the part of populace, an acid test of success must come with the product--that product, within the context of the objectives pointed toward coordination, is the fact of interagency cooperation.

In Minnesota the State Technical Action Panel (TAP) was the key group assigned to work with the Concerted Services coordinator. Representatives of the Farmers Home Administration, the Soil Conservation Service, and related agencies provided the liaison between Todd County and the U. S. Department of Agriculture. Other federal and state agencies worked closely with the State TAP Committee. Employment, education, welfare and community action programs were available to Todd County as well as agricultural assistance.

TABLE X

CONCERTED SERVICES OFFICE ACTIVITIES
September 3 - October 10, 1968

	Telephone Calls	Office Calls	Total
Requests for information	3	10	13
State agency representatives	4	16	20
Federal agency representatives	2	0	2
Local people	4	9	13
Local agency representatives	10	6	16
CSTE executive committee	3	6	9
Total	26	47	73

The TAP committee at the county level was assigned a similar task of coordinating government programs and improving interagency communication and coordination. One of the primary objectives of the coordinator was to work with the Todd County TAP Committee and to encourage the members to become more involved in the development of the county resources. The committee had not been meeting regularly until November, 1966, when the coordinator met with the TAP committee at the Todd County SCS office. The group outlined programs that would be useful in developing the county resources. Plans were made for long-range resource planning to be discussed at the next meeting. The coordinator's discussions with individual members prior to the November meeting helped to broaden the understanding of the role of TAP in the county.*

Since the addition of Wadena and Otter Tail Counties to the Concerted Services project in 1967, the coordinator has initiated tri-county TAP meetings. There have been three meetings of the three county TAP committees. The first meeting dealt with organization and functions of a multi-county TAP. At the second meeting the economic status of the many small cooperative creameries in the area was discussed. The committee members explored the possibilities of the rural housing programs available through the Farmers Home Administration at the most recent meeting. Persons, other than regular agency representatives, who were interested in or who could contribute to the subject of the meeting, were invited to attend. Membership on TAP committees is not restricted to the designated agencies. Table XI and XII provide information on Tri-County Technical Action panel meetings and on programs of these meetings.

The adoption of pasture renovation (FIA) (Table XIII) as a special agricultural practice for Todd, Wadena and Otter Tail Counties was accomplished by the three county TAP committees working together. The special practice allows cost-sharing for land clearing for pasture improvement. The three counties share a geographic area that is suited to pasture and hay land but returns to brush and tree growth if not maintained adequately. Years ago this was done by frequent fires.

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*Weekly reports of Concerted Services coordinator, November 3, 7, 8, 1966.

TABLE XI

TRI-COUNTY TECHNICAL ACTION PANEL MEETINGS*

Date	Location	No. Attended	No. Agencies Represented
11/7/67	Wadena	39	15
5/3/68	Wadena	20	6
11/6/68	Wadena	24	10

*Minutes of Tri-County TAP meetings, Concerted Services in Training and Education Office, Wadena, Minnesota.

TABLE XII

PROGRAMS OF TRI-COUNTY TAP MEETINGS*

Date	Topic	Speaker	Action Taken
11/7/67	Information and Advantages of tri-county TAP	FHA state rural development specialist & RC&D coordinator	Three county TAP formed
5/3/68	Milk Marketing	Three creamery managers & Wadena C. Extension Agent & FHA supervisor	Attempt to help area creameries operate economically
11/6/68	Rural Housing Program under 1968 Act	District FHA supervisor	Inform area of housing programs available through FHA

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*Minutes of Tri-County TAP meetings, Concerted Services in Training and Education Office, Wadena, Minnesota.

TABLE XIII

PARTICIPATION IN THREE COUNTY ASCS PASTURE RENOVATIONS PROGRAMS 1968

County	Number of Farmers	Areas Involved*	Amount Earned in Cost Shares**
Todd	116	1,600	$ 19,026.00
Wadena	63	1,296	20,717.42
Otter Tail (East)	179	1,700	26,000.00
Total	358	4,596	$ 65,743.42

*Final figures not yet available. Todd County estimates a total of 2,000 acres.

**Todd County is projecting a final figure of $24,000.

Source: Agricultural Stabilization and Conservation Service Offices in Todd, Wadena, and East Otter Tail Counties and the Concerted Services in Training and Education Office, Minnesota.

Each county is located in a different soil conservation district. The offices of these districts are located in Fergus Falls, St. Cloud, and Duluth. Instead of going to each district office to establish a practice for one county, the three county TAP committee and the Concerted Services coordinator worked out the special practice through the State TAP Committee. Pasture renovation was one of the recommendations of the 1964 Overall Economic Development Plan for Todd County. Pasture improvement was also listed in the Wadena OEDP recommendations in 1967.

The special practice was made available in 1968 and 358 farmers in the three counties applied pasture renovation to more than 4,500 acres. The amount earned in cost shares is anticipated to go beyond $65,743.42, although final figures are not yet available. The value of the land in the program will go from practically nothing to as high as $80 per acre upon completion of practices involved in the program. The west half of Otter Tail County did not participate in this program in 1968.

The Educational Function

Given the project orientation of the program, there is no area in which success or lack of success can be more easily seen than in the educational function. First, vocational training is central to or mentioned in practically all of the objectives. Second, the number of classes, the number of participants, the number of graduates, and changes in employment status are "hard data" which are central to measuring the product of the CSTE program. Third, the role of the CSTE coordinator in the educational function is clearly central to the coordinating role, since he does not offer courses himself but rather helps other agencies develop training programs. Fourth, the economic development of the area, discussed mainly in the next and last section of this report, is clearly tied in with vocational training in the concept of the program by the task force which developed the objectives. Therefore, the educational function can be described both objectively and as a central arena within which other functions are seen to operate.

In reviewing education needs in the area the coordinator and school personnel did get together and discuss programs and problems. There was some sharing of teachers and school nurses as a result of such meetings. Two school districts shared one superintendent for a one year trial period in 1968-1969.

The Staples school system hired a vocational adjustment counselor in 1967. The possibility of a vocational adjustment counselor in other schools depended on the available funds.

The coordinator compiled a list of all the adult education courses offered by all the school districts and area vocational schools in the three counties. He also listed courses offered at area vocational schools in adjacent counties.

The listing provided an overview of adult education opportunities in the tri-county area. The list illustrated popular classes and, the kind of instruction available. The information was used by the school superintendents and the Concerted Services office personnel.

The coordinator and members of the Vocational Agriculture Department, Staples Area Vocational School, have proposed adjustments in the Veteran's Administration farm training program. The Veteran's Administration has money for farm training programs in the project area and, eligible service men who would like the training. The difficulty expressed by County Veteran's Officers in Todd and Wadena Counties was obtaining qualified instructors for the training program.

School consolidation in rural Minnesota has been a disturbing issue. The common school districts will have to be a part of a high school district by July 1, 1970. The most recent proposal that is being fought in the rural area is high school consolidation. The coordinator has not entered into this debate, but he has encouraged people to identify their problems and attempt to find solutions themselves.

One of the less publicized aspects of the CSTE program was that of developing more interest in vocational education than the agencies could handle. This appeared to be the case in Todd and Wadena Counties in 1968 as a waiting list for vocational rehabilitation services accumulated. Otter Tail County has a Minnesota Vocational Rehabilitation office in Fergus Falls that serves serveral counties. The request for a vocational rehabilitation representative assigned part-time to Todd and Wadena Counties could not be accomplished because the budget set by the Minnesota legislature was not adequate.

A tri-county meeting of hospital and nursing home administrators, county health nurses and vocational school directors was held in Staples, May 1968. A Minnesota Department of Vocational Education representative explained training programs that could be established in the area.

A survey was made of present employment and potential employment needs anticipated by the administrators. The paper work for this project was done by the CSTE office. An example of successful training programs that developed as a result of the May meeting was the cooks' training program in the Staples Area Vocational School.

Farmer, General Course

A pilot program in farm management was carried out in the Staples Area Vocational School from July 1, 1963, to June 30, 1968. Fifteen farmers were trained under this MDTA program identified as Minnesota 29. An evaluation of the program was made by personnel from the University of Minnesota and the Department of Health, Education and Welfare after the first class completed the one year training period. A second project was authorized under MDTA. It began January 15, 1965. A second section was added to the project within three months. Each class had a limit of fifteen.

The class outline included:

Classroom Instruction	450 hours
Group Instruction	30 hours
Field Trips	35 hours
On Farm Instruction	50 hours
Applied Practices	435 hours
	1,000 hours

To be eligible for the weekly allowance of $29 during the training period, the trainee had to be established on a farm with at least two years of farming experience, head of a family and have a net farm income of $1,200 or less.

The purpose of the training program in farm management was to upgrade the farm practices of low-income farmers. It was essential that the trainees be on a farm that was an economic unit or could become one, and that they intended to make their living on the farm.

The subjects taught in the course covered raising and harvesting of crops and livestock, farm management and farm business analysis. The instructor scheduled farm visits for each member of the class as well as field trips. Annual farm visits and special meetings of the class have continued each year since the completion of the training programs.

The request to have a farmer, general program at Eagle Bend received MDTA funding in October 1965, and a class of fifteen farmers were enrolled within a month. (See Table XIV for costs) The class that concluded in November 1966, was the last in the county to have the fifteen family limit and operate under the 1000 hour program. The Eagle Bend class was administered by the Staples Area Vocational School as a "satellite" program.

Local pressure from communities in the county urged that the farmer, general program be held in their school district also. This pressure is indicative of the recognition, locally, of the success of the program.

An evaluation of the course was made by representatives of the Minnesota Department of Education, the Department of Employment Security, The Extension Service, Farm Credit Association and federal agency representatives. The group recommended that the program be continued for one more year. They also recommended that the subsistence payment be half the amount previously paid and that the local school districts would continue the follow-up procedures.

TABLE XIV

ESTIMATED MDTA PROJECT COST - SUMMARY
EAGLE BEND

			Average Weekly Rate Per Trainee
Total Estimate Cost	$56,055		
A. Training	17,055		$ 21
Local Supervision - ($2,130)			
B. Allowances	39,000		45
Trainee Stipends		$35,100	
Transportation		3.900	
			5

The Concerted Services coordinator met with state and federal officials to establish a procedure to obtain funds for the course. The manpower survey was instructed to select 100 trainees. The director of the survey organized a committee to screen the trainee applicants.

The coordinator, the director of the Staples Area Vocational School, Employment Security personnel and a vocational agriculture instructor met with the screening committee and selected the trainees for the farmer, general program in five communities: Staples, Bertha, Browerville, Clarissa and Long Prairie.

The events described here reflect the success of the coordinating function of the program in the educational area.

The Staples Area Vocational School administered the county-wide program; each project was termed a "satellite." Each class had an enrollment of twenty farmers. If there was a dropout during the first months, a replacement was found.

The course outline was changed from that of "Minnesota 29" to conform with other projects in the state.

Classroom Instruction	312 hours
Group Instruction	26 hours
Field Trips	
On-the-farm Instruction	
Individual Application & Practice	1,612 hours
Total	2,080 hours (minimum)

At a meeting of the satellite instructors and the Staples Area Vocational School staff, enthusiastic reports were given about the program. The satellite classes had an added advantage of belonging to a "Diary Herd Improvement Association" program. The expected results of the classes were improved attitudes, a greater appreciation of modern farm practices and the ability to make a living on the farm.

In 1967 the second coordinator attempted to initiate another farmer, general program for the counties involved in Concerted Services. The results of the first program had received favorable comment from the governor and other state leaders.

TABLE XV

FARMER, GENERAL CLASS DESCRIPTION

Class	Vet.	Complete	Drop out	On Farm	Work off Farm
Bertha	8	16	4	16	4
Browerville	10	19	1	19	2
Clarissa	10	18	2	20	2
Eagle Bend	7	15		14*	1
Long Prairie	9	19	2	19	3
Staples	8	18	2	18	0
Total	52	104	11	106	20

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*One class member died.

TABLE XVI

FARMER, GENERAL CLASS AGE DISTRIBUTION

Age	Number	Age	Number
15-19	1	40-44	19
20-24	20	45-49	18
25-29	10	50-54	9
30-34	14	55-59	0
35-39	23	60-64	1

Personnel from state and local educational organizations, and the Minnesota State Employment Service met with representatives of the governor's office to plan a second program. As a result of this meeting a letter describing the program was sent out to persons in the area. The letter was sent over the signature of the coordinator and the vocational agriculture coordinator of the Staples Area Vocational School. Included with the letter was a brief questionnaire to indicate interest and probable eligibility. Approximately 300 letters were sent out and no questionnaires indicating interest were returned. The program was not funded again for Todd County.

It is apparent that the first program was an outstanding success, as attested to by the testimony of the Governor and others. However, the fact that none of the 300 questionnaires to assess interest in a second program and the failure to obtain funding clearly indicates that any halo effect is short lived. The effort involved in initiating the first program was far in excess of that of a single letter. One success appears insufficient to institutionalize a program. It may well be that many projects are direly needed, but all who express the need for such training possibly can be accommodated in one cycle of the project.

The farms of the class members were dispersed throughout the county. Two farmers lived outside Todd County but were in Todd County school districts. The majority of the farms were in marginal soil areas. Several of the farmers had sold a nearby farm and moved into a better farming area. A few had moved into the area from South and North Dakota because of community services and lower land costs in Todd and Wadena Counties.

A few farmers were unhappy with the cut in subsistence allowance. Some did not like to be forced to belong to the DHIA as part of the training program.

The first coordinator was credited with acquiring the funds to continue the farmer, general program for the six satellite projects in 1966. Because of the relatively high number of low-income farms in Todd County it was not difficult to get local support for the program. Even though there have been adult farm management programs in the high schools and vocational schools, as well as a long established Agricultural Extension program, the MDTA program was well received. The weekly stipend was one of the means of motivating these people to enroll. The frequent visits by the dedicated vocational agriculture instructors kept the farmers coming to the classes and to the follow-up meetings that have been held each year.

The process of getting the program may be summarized in the following time sequence:

Date	Purpose of Meeting	Agencies Represented
October 1965	County program needs	Staples Vocational School Director County OEO Director Welfare Director ASCS Chairman Employment Security Representative Community Action Council County Resource Development Committee
November 1965	Funds for Farmer, General Program	State Department of Education Minnesota Employment Security
December 1965	Program	Staples Area Vocational School

Date	Purpose of Meeting	Agencies Represented
	Continued	
January 1966	Farmer, General Funds	Todd County OEO Director Commissioner Employment Security
February 1966	Evaluation Farmer, General Course	State Department of Education Employment Security Extension Service Farm Credit Association
	Follow-up meeting	Federal Agency Personnel
March 1966	Evaluation of MDTA fund approval	Employment Security Department of Vocational Education Regional Representative - Chicago
	Follow-up Procedure	Coordination & Extension Personnel
	Selection of trainees	Manpower Survey Team
April 1966	Screening Committee	Employment Security Staples Area Vocational School Director Vo-ag Instructors Local Committee
May 1966 - May 1967	Farmer, General Training Program	
March 1967	Obtain Funds for repeating Farmer, General Training Program	Set up a local MDTA Advisory Committee

Graphic Arts Course

Graphic arts have been taught in Todd County since July 1966. This course provides training in theory and application of photographic processing as it applies to lithographic plate making. The training enables the graduate to gain entry level employment in this occupation.

The three one-year courses have been funded under provisions of the Manpower Development and Training Act. Persons receiving the training are compensated while attending school and the program is similar in this respect to on-the-job training.

A thriving printing company is located in Todd County. The industry has supported the training program. There are other printing companies in the area. Graduates are employed in Brainerd, Willmar, Clara City, Grand Rapids as well as Minneapolis and St. Paul.

The Graphic Arts School was first located in Long Prairie as a satellite of the Staples Area Vocational School. After several unfortunate events in the community the printing school was moved to the Staples Area Vocational School.

Each class has had an enrollment of twenty students. This course is open to women as well as men, and women have graduated from the first two classes.

Thirteen members of the first class completed the course. Of these nine were employed, one went into the army, one would not relocate to accept employment and two had no record of employment. The latter were not from Todd County. Of the five who did not finish, two were from Todd County. One was declared ineligible because of marriage but was employed at Hart Press and the other person was employed by a printing company.

Seventeen members of the second class, 1966-67, graduates and fourteen were employed in a related occupation. One was in the army, one person's location was unknown and one graduate was continuing his education in graphic arts at the Brainerd Junior College.

One of the graduates was a widow who had been left with a low-income farm, a dairy herd and a large family. She and her children managed the farm for about a year. The sons were not interested in farming and she had begun the graphic arts training so the farm was sold. She was employed by a Todd County printing firm.

The process by which this program came about began when, within the first month of its existence in Todd County, the Concerted Service office became the coordinating center for the proposed printing school in Long Prairie. The school would be located in the Hart Printing Company building and the Hart Press would provide a course outline.

By November 1965, representatives from the Minnesota Department of Vocational Education, the Department of Employment Security, Hart Press and other local businessmen had met to develop the proposal. The U. S. Department of Labor's Bureau of Apprenticeship and Training agreed to a 52 week training program and representatives of the Bureau met with the coordinator, and representatives of Vocational Education, Employment Security and Hart Press.

By January 1966 the Todd County OEO director was asking for action. The coordinator called the Minnesota Employment Security Commission, which in turn immediately called for the program proposal. At a meeting that followed, the director of Vocational Education promised action in getting the printing school as a satellite of the Staples Area Vocational School. This meeting was attended by the coordinator, the county OEO director, the superintendents of schools from Eagle Bend and Clarissa and the state directors of the Department of Education and Vocational Education.

By March the Minnesota Department of Employment Security still had not received the proposal for a satellite Graphics Arts School. The proposal had been sent back to Staples.

The manpower survey was still in progress and the mobile team was assigned the task of locating twenty trainees for the first graphic arts class as well as the trainees for the farmer, general classes. The coordinator was assigned the responsibility of obtaining the course approval by the Minnesota Department of Education.

April 11, 1966, the Graphic Arts School proposal was properly signed and on the way to Washington, D. C. A week later one of the task force liaison members received a call from the coordinator. He requested that inquiry be made about the proposal. There was a definite need for assistance in determining approval and funds. The last hurdle was cleared. The final approval was announced in Todd County.

The coordinators have been called on for assistance each year since to help obtain funds to extend the program and to help publicize the course offering. The continued success of this program is undoubtedly tied to the need of local industry for trained people, as well as to industrial needs in other areas close by. A cooperative arrangement between the vocational school, local industry, and the CSTE coordinator has persisted through time and through the tenure of two different coordinators.

Title V: Work Experience Program

The Title V Economic Act of 1964 was designed to expand opportunities for constructive work experience and other needed training to persons unable to support themselves and their families. The work and training experience was to be proceded by basic education, high school equivalency and employment counseling with the intent of assisting welfare recipients to become employable. The welfare participants were identified as Group I and the non-welfare persons as Group II.

By mid-year 1966, seven projects in the northern half of Minnesota had been funded. Each project included two contiguous counties except Todd County. Todd was a single county for the first year but was linked with Douglas County the second and last year of the program.

The Todd County project received a grant of $248,000 for one year, May 1, 1966. The office was located in the Todd County Welfare office in Long Prairie for the first year. The second year the office was located in Osakis on the Douglas-Todd County line. Staffing included a director, two case workers, two typists and one employment counselor.

The staff members of the Title V office were responsible for contacting employers and vocational schools to match clients with training and job opportunities. The director told of the difficulty in finding people to participate in the work experience programs. The Todd County assistant welfare director commented that there were not enough people eligible to fill the unrealistic quota set for the first year. She added that it was unfortunate the program was begun at a time when jobs had become more available and the general economy considerably improved. The proposed Title V program prepared by the welfare department was:

Basic Literacy	70
High School Equivalence	30
Vocational Education	20
Homemaker Aides	15
Institutional Health Good Services and Maintenance Aids	22
Total Persons	157

By August 31, 1966, thirty-one persons were enrolled in custodial and health services on-the-job training programs. By the end of the second year--and the end of the program--the people were coming to the office and the quota set for the two counties seemed more realistic. The director suggested one more year would have been necessary for the program to become established and effective.

The director of the Wadena-Otter Tail Title V office also expressed concern for phasing out the program before it really had a chance to get underway. Both men thought quotas were set for a larger, more concentrated population. The rural program had problems that had to be solved in a manner that related to an older population dispersed over a large geographic area. Often the clients had inadequate transporation. Public transporation was almost non-existent and their cars were undependable. The training programs were usually held during the winter months when storms and icy roads made driving in undependable cars very impractical. AFDC mothers were further hampered by lack of private or community child care facilities.

Both directors stressed the need for continuing a program such as Title V tailored for the rural areas. Although all concerned agencies were very cooperative, none were combining the resources of welfare, school, employment service and community action programs to assist the individual to upgrade his potential. In Wadena County, seventeen families were removed from the welfare roll under the Title V program.

Every effort was made to secure training and employment for Title V participants before the program ended on June 30, 1968. At the end of the project operation, 83 out of 177 participants in Wadena and Otter Tail Counties were employed in thirty-three different occupations.

Sixty families were on Title V during the two-year period in Todd County.

Title V Participant Status March 1968, Todd County:

21 Unemployed
1 Location Unknown
25 Took Training Related Employment
13 Took Employment, Not Training Related
60 Total

The Staples Area Vocational School, in cooperation with the Minnesota Department of Welfare used federal funds under the Title V program to train janitors, cooks and teacher aids in an on-the-job training program. The superintendent commented that the program was the first of its type in the nation. Its curriculum has since been used in other parts of the country.

The task force presentation of types of resources which could be provided to the Concerted Services projects by federal agencies and their state and local counterparts included the Work Experience Programs under Title V of the Economic Opportunity Act. The contributing agency was the Welfare Administration--Department of Health, Education and Welfare.

A tentative budget had been allocated for the three Concerted Services counties. The project funds could be used to provide assistance payments, work and training costs, education costs, and project staffing. Technical assistance would be provided to the states in developing welfare aspects of the program, "Insofar as staff resources were available," was repeated several times.

The coordinator launched the project to get Todd County into the Title V program in November, 1965. His first encounter was with the County Welfare Director. The outcome was to wait for the welfare director to analyze his clientele to see what could be done.

The director was sent to a special meeting about the Title V program in St. Louis, Missouri, by the Concerted Services Task Force. He was the only county welfare director there from three Concerted Services Counties. The coordinator discussed the training possibilities of Title V and OJT with representatives of Office of Economic Opportunity, and personnel at the Staples and Wadena vocational schools.

By December 1965, the coordinator was talking to employers who would train employees. He met again with the Welfare director and the local OEO assistant director. In May, 1966, the project was funded for Todd County with a grant totaling $285,000.

During the summer of 1966, the coordinator sought placement leads for the Title V program by contacting public officials, school board members, county commissioners, and town boards. The majority of on-the-job trainees placed in the county were in the thirty to fifty year age group. The program in Todd County did not meet the anticipated quota.

Most of the clients assigned to the Title V program were taken from existing welfare case loads. New applicants were screened for eligibility and all clients were then referred to the proper program according to their abilities and needs.

Where possible, persons were referred to MDTA training programs. This was usually done by "slotting" an individual into a class that had a vacancy. This meant that the trainee may have to go to any one of the vocational schools located in Minnesota. There were eight slot-ins referred from Todd County. Seven of the eight completed their courses. All were single young adults who were able to move.

If disabled, participants were referred to the state Division of Vocational Rehabilitation. The office that served Todd County did not have enough staff or budget to eliminate the waiting list that had built up since 1966.

Where MDTA or vocational rehabilitation training was not applicable, funds were requested in the Title V budget to pay costs of training programs at vocational schools. Fifteen men were trained in basic construction at the Staples Area Vocational School from January 1968 to April 1968.

High school equivalency and adult basic education programs were arranged with school districts. The services of the school were purchased with Title V funds contingent that such funds could be received by the local schools in Fergus Falls, Wadena, Henning, Sebeka, Staples and Clarissa through Title II B. Seventeen persons had been enrolled in adult basic education from the three county areas by June 30, 1968. One of the problems encountered in the local schools was that of applicants who were not eligible for Title V but wanted to enroll in the course. Several women who received permission to attend class did very well and were able to complete their high school equivalency.

Meanwhile the second coordinator was at work in Todd County. Between November 1, 1966, and March 28, 1967, he had discussed this program with someone every week. His meetings were with the Title V director, the welfare director, assistant director, tri-county CAP and state agency representatives. Superintendents of schools, and Staples and county officials also met with the coordinator.

On March 28, 1967, word arrived the Title V program was to be terminated. The coordinator made calls and talked to local, state and federal officials. By June, the Title V office included Douglas County and the office remained opened for one more year.

The coordinator established communication with the Wadena-Otter Tail office during the year before these two counties became part of the Concerted Services Project. Due to his coordination efforts, the Title V course in basic construction was established for twenty low-income farmers at the Staples Area Vocational School. The course was offered in January 1968. The coordinator was working with school personnel and Title V officials by mid-August of 1966.

The termination of Title V shifted this type of training into MDTA programming and rural Minne-Cep. The coordinator has worked closely with the development of the Minne-Cep program that includes the three Concerted Services counties. The assistant coordinator serves on the Concentrated Employment Program (CEP) board.

Basic Construction

The Concerted Services coordinator was instrumental in getting the basic construction course approved and funded for Todd County. (Table 17) He was aware of the inadequate housing of low-income farm families and he knew that the Title V program was available to help these people improve their homes. The coordinator met with Title V officials, Minnesota Employment Security personnel, and the director of the Staples Area Vocational School to obtain their cooperation. After numerous meetings, phone calls, and personal visits, the coordinator accomplished his goal. As a result of his unique position as coordinator, he was able to bring together those agencies which were necessary to provide a special course to meet a community need. The course was tailored to the schedule of farmers rather than a school year.

TABLE XVII

BASIC CONSTRUCTION

Number of farmers at beginning of course	12
Improved home buildings	11
Worked off farm part-time or full-time	10
Farmer, General program graduate	6
Still on farm one year later	11
Number of non-farmers at beginning of course	3
Working full-time since the course	3
Same community one year later	2
Use of training	
Carpentry	13
At Home	11
Employed	10
Other employment than carpentry	3
Not employed	1

Age Profile of Class		Farmers	Non-Farmers
20-29	5	2	3
30-39	3	3	
40-49	5	5	
50-59	0	0	
60-69	2	2	
Total	15		

The basic construction class, held at the Staples Area Vocational School from January through April 1968, trained fifteen men in the use of tools and techniques to repair their own homes and farm buildings. The men gained experience in concrete work, masonry and carpentry. The course was patterned after one designed for high school students interested in obtaining actual construction experience.

The men were selected by the staff of the Todd-Douglas Title V office using the low-income criteria of the Economic Opportunity Act, 1965. Twelve of the men were living on farms at the time of the training programs. Six of the men had completed the farmer, general course previously.

The participants were from the Staples area, Bertha, Eagle Bend, Browerville, Long Prairie, Grey Eagle and Sebeka (Wadena County). Two of the men drove over thirty miles each way to attend class. The instructor commented that the attendance was good unless there was a blizzard. He added that teaching this class was more satisfying than teaching the same course at the high school level.

Although the course was to be completed the first week in May, eight of the fifteen men had been hired as carpenters by mid-April. Throughout the summer, most of the men worked at part-time jobs, remodeled their homes or farm buildings, and managed a farm.

There has been a shortage of carpenters in the area and an increase in building needs. Because of the local job opportunities in construction work, basic construction as well as plumbing and electricity were offered by the area vocational schools in Staples, Wadena and Brainerd in September 1968.

The relationship between the class experience and motivation to seek off-farm work may be difficult to determine. However, a number of men who have taken the farmer, general course as well as those who have taken the basic construction course are working both on and off the farm. Perhaps the monthly payment during the training program provided motivation to seek another job. The stage of family development may have made off-farm work necessary and possible. The experience of attending class in town regularly may have established a new pattern of use of time. The sociability of being a member of class or group may have provided the necessary encouragement. Even so, neither the basic construction or farmer, general courses were designed primarily to train the enrollees for new employment.

It is evident from all of the educational programs considered above that the CSTE coordinator has had an active role in assisting the establishment of these programs. Specifically he has been important in developing needed interagency cooperation, in developing curriculum, in finding students, and especially in matching programs to student needs. In certain programs, such as the graphic arts program, it was the direct linkage to Washington which made possible expediting the program. This factor of expediency was important in allaying the local frustration in gaining approval for, and developing programs which were viewed as needed.

Studies of the Trainees

Assuming the importance of the role of the CSTE coordinator in developing the various training courses, one aspect of evaluation then must be the outcome as measured by direct effects on the trainees. Several studies of this sort were conducted. They are reported in the following pages.

Training Program Graduates

Farmer, General

The largest training program related to the Concerted Services Project was the extension of the farmer, general course for one year for six classes in Todd County, 1968. The farmer, general course had been conducted as a pilot project out of the vocational agriculture department of the Staples Area Vocational School. The program was initiated under MDTA.

For the purposes of the CSTE evaluation, interviews were conducted with graduates of the program. In compiling the list of farmer, general graduates, the Eagle Bend class list was included with classes from Bertha, Browerville, Clarissa, Long Prairie, and Staples. Each class list was in alphabetical order and half of the number of each class that has completed the course was selected by random number. A total of fifty-one farmer, general graduates were selected from the six class lists.

All of the persons in the sample resided in the area except one Staples class graduate who had moved to Florida and was no longer farming. One more was selected for the sample from that class list in place of his name.

Seven of the Staples sample came to the Staples Area Vocational School for their interviews but most of the sample were contacted on their farms. By timing the visits with chore time and meals, few second and third calls had to be made. The men usually were helpful in locating the farms of classmates and knew of those working off the farm.

The vocational agriculture instructors assisted in locating the farms on a county map. By mapping locations ahead of time, the county was divided into geographic areas which were assigned to the assisting interviewers. Even though there were frequent groupings of neighbors, the program participants were distributed over most of the county.

The training program sample was composed of men. Three-fourths (76.5 percent were between the ages of 30-49 years. Over 11 percent were between ages 20-29 years and 11 percent were between 50-59 years. All but one were married. Thirty-eight percent had completed eighth grade and 46 percent had completed high school and some college. (Four percent had some post high school education.)

Ninety-two percent reported that their fathers had been farmers. About 4 percent indicated mother's occupation as professional. For the remainder (96 percent) mother's occupation was listed as housewife.

The majority of the training program graduates live in painted wood houses which have six or more rooms. The median room per person ratio fell in the 1.0 to 1.49 range.

3

All but one of the homes had electricity and 96 percent had water piped into the house. Almost as many (94.1 percent) had hot water piped to the tap.

All homes had refrigerators and 84 percent indicated their appliance was more than five years old. About 6 percent of the homes had a refrigerator less than one year old. Three percent of the homes did not have telephones.

Only 2 percent were without an automobile. About one-fourth of the farmers had cars less than four years old. However, 38 percent were driving cars that were four to six years old. The remaining 36 percent had cars over six years old.

Seventy-eight percent had trucks. In the area a large truck is used for hauling grain, livestock, bulk milk, or gravel. Most farms have a pick-up truck that is used for town trips to haul small loads of feed, milk cans, children and household supplies.

There were 94 percent of the homes with radio and 90.2 percent with television. Only one family had a color TV.

There were 70.6 homes receiving newspapers. Thirty-four percent read the local paper only, while almost 15 percent read only a metropolitan paper. Thirty-two percent read both local and metropolitan newspapers.

Over half of the respondents read three or four magazines, 20 percent read over five different magazines. Only 2 percent said they read none. The Level of Living index categories are as follows:

Index 3	39.0%
Index 4	18.0%
Index 7	8.0%
Index 8	27.5%
Index 9	5.9%

In response to "How did you hear of the training program?", over 37 percent answered "friend," 33 percent read about the program in the newspaper and 17.6 percent heard about the program through the school. There were 3.9 percent who had heard about the program directly through CSTE. Only 2 percent had heard about the program from each of the following sources: relatives, radio, government or some other manner.

Almost half (47.1) of the respondents enrolled for purpose of getting more income, while 29 percent enrolled to obtain information with which to do a better job of farming. Those in the study sample had no difficulty in getting into the program. Over 78 percent did not respond to a question asking whether any person or agency was most helpful in getting them into the program. The few that did answer specifically mentioned teachers, welfare, vocational schools, and 3.9 percent mentioned CSTE.

The most recent work experience was farm operator or laborer for 90 percent of the men. For 60 percent of the men this work was within the same state and about 47 percent within the same county. Over 80 percent of the men had worked at the same job over two years. The reasons listed for changing locations were: Insufficient salary (9.8 percent); retired (4.9 percent); moved (2.4 percent); and offered a better job (2.4 percent).

Ninety-two percent of the farmers surveyed expected to be farming five years hence. About three-fifths of the farmers expected to earn a little more in two years and 18 percent expected to earn about the same amount. However, 22 percent hoped to earn "much more." When asked about earnings in five years time, there was more optimism as 35 percent anticipated earning "much more," half the group expected to earn "a little more" and about 14 percent expected to earn about the same as they were now earning.

Over 37 percent felt that the local people were responsible for improving the community and 20 percent the local leaders. About 16 percent named the government agencies and another 9 percent thought the business leaders should have this responsibility.

Most of the group responded that they had participated in a MDTA program, although Title V, OJT and the Staples Area Vocational School programs also were named. This was understandable as all programs were being utilized within the county to help get these people in a training program and several participated in more than one program. About 57 percent of the sample had been enrolled in some other type program of the programs named. It was interesting to note that 35 percent had attended another program eight or more years earlier and another 6 percent just before Concerted Services came to Todd County.

Approximately 8 percent mentioned having problems with the instructor and another 8 percent, problems with the course material. None expressed problems with other class members.

Almost one-third of the sample felt the course was too short. Sixteen percent would change the course material, but thirty-seven percent did not offer any suggested changes in the program. Twenty percent mentioned something happening that they did not like. The incident most frequently mentioned was being "forced" into the DHIA program as part of the class requirement.

Only 6 percent didn't think the class worth the effort and only 4 percent wouldn't encourage their friends to take a similar course.

All considered themselves employed full-time and 86 percent had been so employed longer than two years. About 67 percent felt that their farming was improving. Seventy-one percent said their income improved, while another 21 percent said their work improved as a result of the course. One-fourth of the farmer, general graduate sample still felt their training was not adequate.

Summary of Farm Practices

About half of the farmers owned more livestock since taking the training course and 35 percent had more land. Approximately 25 percent had added 20 or more animals and 20 percent had increased their farm with 100 acres or more.

Eighty percent of the respondents spent as much time working their farm as before. Half of the sample said they used as much machinery as before, and 84 percent had not changed their type of farming. However, over three-fourths of the respondents said they had increased farm production since completing the farmer, general course.

Almost nine out of ten graduates did soil testing, which was part of the farmer, general course. Eighty-four percent said they used fertilizer and 82 percent planted recommended varieties. About 65 percent kept milk records although 84 percent used some kind of culling process. The culling of livestock was not necessarily a result of production record of the animal. There was 80 percent of the sample using a feeding program and keeping farm records, and 74 percent used the analysis of previous records in farming planning.

Over 40 percent had started soil testing before 1965, 35 percent had started fertilizer application and 43 percent had been using recommended varieties before 1965. About a fourth of the group had kept milk records before 1965, but 45 percent had been using a culling procedure since that time. Over a third had been following a feeding program, keeping complete records and about thirty percent had been using an analysis of their farm records for farm planning prior to 1965.

The largest response to a farm practice learned in the course was record keeping (cited by 46 percent). Soil testing, fertilizer application, analysis of farm records had responses of 43 percent and livestock feeding, 31 percent. About one-fourth of the sample learned about keeping milk production records, culling and recommended crop varieties.

Other Training Program Graduates

Thirty-four training program graduates were selected at random from an alphabetical listing of 70 graduates. The participants had been trained between January 1966 and June 1968.

The Minnesota State Employment Office, Little Falls, Minnesota, and the Title V (OEO) Office, Osakis, Minnesota, provided the basic information for identifying training program graduates. The majority of graduates were from Todd County, because the Concerted Services Project had been active there since October, 1965.

Nineteen of the Todd County OJT graduates that had been placed through the Title V program between May 1966 and March 1968, were selected for the training program graduate sample. All but one were interviewed personally. (One schedule was self-administered.)

Most of the graduates could be considered "hard-core" unemployed heads of families. Ten were women and several were AFDC mothers. About a third of the sample population resided in or near Long-Prairie. Several lived in the Clarissa-Browerville area. Eight lived on farms although they worked off the farm. Two families had moved out of the county during the summer of 1968.

Eight referrals--one girl and seven men--were made by the State Employment Service office for Todd County people to area vocational schools in Minnesota. They were sent as "slot-ins" and all completed their courses. Four still lived in Todd County in 1968, although one commuted to Wadena to work.

Thirteen graduated from the first graphic arts class that had been started in Long Prairie under the supervision of the Staples Area Vocational School. Of these, five were selected at random for interviewing.

Fifteen graduated from the Title V basic construction course. Of the nine men, five were selected by random number for the training program graduate survey. Four of the men were located. The fifth person had started working in a nearby county, but he had not moved his family. His wife was located and the schedule and instructions were left with her. It was returned to the interviewer one week later.

A total of twenty five training program graduates were interviewed. This group was comprised of 48 percent women and 52 percent men. There were 32 percent in the 20-29 year age group, 28 percent in the 40-49 year age group, and 20 percent, 50 years and older. In this group of program graduates, 16 percent were single, 16 percent were divorced, separated or widowed, and 68 percent were married. For highest school grade attained 20 percent had completed eighth grade, 40 percent were in the 9-11 category, and 26 percent had graduated from high school.

Sixty-eight percent of the sample had fathers who were farmers and 16 percent were laborers. Although 88 percent listed their mothers' occupation as housewife, 8 percent indicated professional occupation.

The most recent occupations listed were: Clerical work, 33 percent; craftsman, 21 percent; and operator and laborer, 20 percent. Over three-fourths of the respondents worked in the same county and over half had worked at the most recent job for one to two years. Thirty-nine percent had earned $1.50 to $1.99 an hour, 22 percent made less than $1.50 and 30 percent made more than $1.99 an hour. Half of the respondents earned between $3,000 and $4,999 a year and 34 percent made less than $3,000 a year.

Over 60 percent heard about the training program through a government agency. No one cited Concerted Services. About 44 percent wanted to get a better job. 32 percent wanted more income and 12 percent were unemployed.

In answer to what the respondents expected to be doing two and five years from now, 83 percent expected to be doing the same thing in two years and 79 percent expected the same in five years. Over half expected to earn a little more over the next five year period. A few aspired to make much more money in five years (20 percent).

For 84 percent of the program graduates, this was the first training program attended. Of those attending another training course, 8 percent had done so five or more years ago, and the course had lasted less than one year.

The main problem listed for the training program graduate sample was income (29 percent). Only 4 percent expressed a problem with course material, other students, or the instructor. Of those who would change the program, 20 percent would change the course materials, 10 percent the entrance requirements and 40 percent would extend the length of the course. However, 92 percent felt the training program was worth the effort and they would advise their friends to take it.

Thirty-three percent had received no help in finding a job, with 19 percent naming the instructor and 14 percent the CSTE coordinator as offering assistance in finding a job. Half of the group said they did not plan to take any more training.

There were 72 percent of the sample who were employed full-time, with another 12 percent employed part-time. Twelve percent were unemployed with 4 percent looking for work. Of those employed, 68 percent had been employed one to two years or longer and 30 percent less than one year. About three-fourths of the respondents said the present job was better than the last one. The present job was better because of salary (62 percent) or because of work characteristics (14 percent). There were 44 percent who were receiving overtime pay on the present job compared to 35 percent on previous jobs. Seventy-four percent had a paid vacation on their present job as contrasted with only 40 percent on their previous job. Of those presently employed 78 percent had employer sponsored insurance, but on their previous job, only 45 percent had this protection. Only 4 percent had employer sponsored retirement presently as compared to 25 percent of the replies for the previous job.

About 80 percent said they would not take another job if it meant moving the family a lot. Sixty-four percent said they would not take another job if they would have to be away from their family, and 52 percent said "No," if they would have to keep quiet about religious views.

Yet 68 percent said they would take the job if they would have to work nights or give up their spare time, 60 percent said they could work harder, and 52 percent would leave their friends.

In both the farmer, general and the other types of vocational training the pattern of response indicates (1) a satisfaction with the training, (2) economic and fringe benefits from the course, and (3) few problems reported with the training. It would seem that the role of the CSTE coordinator in developing these programs was legitimized by the responses of the graduates as to improvement in their conditions.

The Community Development Function

In looking over the role of the coordinator in the educational area, we can conclude that the coordinator's principal contribution in the Minnesota program was that of expediter rather than change agent. This is not to say that there are no projects in the three counties that would not have been there had not the coordinator and/or the CSTE program been present; indeed, there is every indication that their presence made an important difference in several projects.

However, a change agent is one who, by some means, redirects thinking and, later, action in the community. An expeditor, on the other hand, simply makes possible or accelerates the pace of existing activity. We believe that the expediter function has been the main contribution of CSTE in Minnesota to date.

In essence, what we are saying is that the general theme of the CSTE in Minnesota is not that of the "event maker" in the terms of Sidney Hook. The event maker assesses the trends and resources and organizes them in such a way as to produce qualitative changes in directions. This approach is the closest to the great man theory of history that can be subscribed to by the present writers.

Rather, the "event filling" person "oils the wheels of progress" as that progress is seen by the people involved. The project orientation is ordinarily of this type, where projects may have dramatic effect on the culture or social structure, but such an effect is unplanned.

An irony of program evaluation is that the "event filler" may suffer by comparison to the "event maker," since the latter has associated with him charisma, a qualitative difference in an area or social structure, and dramatic achievements. Yet, the approach of the event filler is the day-to-day humdrum of "doing a job." It is entirely possible that the CSTE program and its coordinators may be relegated to such a disadvantage in evaluation.

Community development is a slow process, and this program has not been in existence long enough to make a significant mark in this area. However, the research function, the coordinating function, and the education-training function have guided activity in such a way that some view of the development potential can be indicated. Crucial to the development function is the attitudinal atmosphere in the community, including attitudes of leaders and the population in general toward the community, toward development possibilities, and toward CSTE. Studies of these attitudes are reported in the following pages.

The evaluation of the Concerted Services Pilot Project included data collected by means of questionnaires administered by personal interview or in a class. There were 427 people contacted. Of this total, 395 were from Todd, Wadena and Otter Tail Counties. There were 32 persons interviewed in Lac Qui Parle County who served as control group.

The interviewing procedure was carried out during 1968. The project evaluator carried out the interviewing procedure with assistance from three other interviewers. One college student was trained and supervised by the project interviewer to interview the designated community leaders and agency heads in Otter Tail County. The project evaluator had completed interviewing leaders in Todd and Wadena Counties and used the procedures established in the two counties as guidelines for the assistant. Two social work graduates were selected to interview training program graduates in Todd County.* The project interviewer met frequently with the assistants to insure thorough responses to the schedules, to help locate graduates and to provide encouragement.

Where there were open-end questions, the interviewers were urged to get as complete an answer as possible. They were encouraged to write comments about the circumstances of the interview that might have affected it in any way or any background information that the respondent may have contributed during the interview. All interviews were reviewed with the project interviewer for any clarification that appeared necessary.

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* One person had graduated from the University of Minnesota and accepted a position with Minne-CEP shortly after this assignment was completed. The other person had been director of the Title V office for Todd and Douglas counties.

Community Leaders and Agency Heads

A total of 117 leaders and agency heads were interviewed. Of the total, 45 were from Todd County, 30 from Wadena County and 42 from Otter Tail County.

A tentative list was set up to include a cross-section of each of the counties. Included were all county commissioners, school superintendents, mayors, editors, legislators, state agency heads, area vocational school directors, a junior college president, county health nurses, welfare directors, chairmen of county committees and representatives of federal agencies. Because the Concerted Services Project had been in Todd County for a longer period, a greater effort was spent in seeking out as complete a representation in that county as possible. In cross checking the list, almost all the original Concerted Services advisory committee had been interviewed as well as the manpower advisory committee and the second Concerted Services advisory committee. A few suggested people were new to the community, such as two of the newspaper editors and one school superintendent. In these cases a school principal or business man active in the community was interviewed instead. In the very small communities the selection was limited to at least two community leaders. In this manner the respondents of all the small villages and hamlets provided a cross-section of the leadership in this segment of the counties.

The first section of the schedule provided information about the respondent. Age, education, family and occupation factors were recorded. The next major section dealt with the respondents observations about his community. Through the use of open-end questions there was opportunity to determine not only the advantages and problems of the area but how these difficulties could be reduced. Further questioning about the particular institutions in the community prompted responses that might have been overlooked in answering the more general questions about the community. A question that seemed to be difficult to respond to was, "Of all the services provided in this county, which do you think are actually the most valuable in this community?" Apparently this was a unique idea and only a few had ever considered it.

The next major section dealt with the Concerted Services Pilot Project. The questions were designed to determine knowledge of the project aims and effects of the project in the area. Agency heads were asked about coordination of programs as well as contact with the coordinator. All leaders and agency heads were asked about the reaction of others to the pilot project. They were given the opportunity to react to the purpose of the project, how well it has succeeded and the future of the Concerted Services Project.

The last section dealt with the identification of the community power structure. In reviewing the names listed for Todd County, only six had not been on the original list to be interviewed. Three of these people were interviewed. These in-depth interviews took between one to three hours.

Sample of the General Population

A sample of 100 persons, 10 from Otter Tail, 10 from Wadena and 80 from Todd Counties were designed for a survey of the population. A short form of the survey of community leaders and agency heads was used. This questionnaire included background information about the respondent, and open-end questions about advantages, disadvantages and leadership in the community. A section applied to the respondent's knowledge and appraisal of the Concerted Services Project.

The purpose of interviewing this sample was to give some idea of the extent to which the general population was aware of needs, resources, and leadership in general and of CSTE in particular.

Townships and villages were listed alphabetically for Otter Tail County and Wadena County. Ten local government units were selected by random number. One person was interviewed in each of the selected units. The interviewer drove into the center of the township or village and then selected a direction and number and located an adult at the predetermined location.

Because the CSTE project had been carried out in Todd County for several years, the sample was larger for this county. To simplify the selection of the sample a procedure of locating four persons to be interviewed for each of 20 governmental units that were selected by random numbers was established.

To assure an equal chance of selection, the population total of each township, village, and city in Todd County was determined by 1960 census. As each governmental unit was listed alphabetically, it was listed once if the population was 750 or less, listed twice if the population was between 1500 and 2499, listed four times if the population was over 2500. By apportioning the population in this manner, there were 46 units listed alphabetically from which 20 units were selected by random number.

In a township or village where only four persons were to be interviewed, a household in each quarter of the township or village was selected. A person was not interviewed again if he had been interviewed previously for participating in a training program or as a community leader.

Problem Perspective of Community Leaders

About nine-tenths of the community leaders and agency directors were men; nine-tenths were 40 years of age or older, and one-third were over 60.

Certain occupations were expected to be held by community influentials and their positions are reflected in the higher percentages of this survey from public school superintendents (14 percent), newspaper editors (10 percent) and county commissioners (11 percent). The total sample of leaders was comprised of agency directors (48 percent), and community leaders who were elected officials and private business and professional men (52 percent).

Almost 50 percent of those interviewed listed father's occupation as farmer. There were 21 percent whose father's occupation was in the managerial classification and 5 percent professional occupation. The majority of the mothers of the respondents (83 percent) were housewives, with 7 percent listed as having a professional occupation.

From these characteristics, it can be concluded that local leaders have characteristics which are associated with conservatism and are those who are in a position to receive the maximum rewards the rural community has to offer. Such a statement applies not only to business and professional leaders but also the agency heads.

Advantages of Living in Rural Community

Many advantages were cited by the community leaders and agency directors in answer to a question asking about rural community living. The most frequently cited were rural atmosphere and the absence of urban tensions (22 percent) and recreation facilities (21 percent).

The responses may be summarized under four* headings with the following totals:

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*Quality included adequate services, health, church, educational, lack of pollution, clean, adequate housing, low crime rate, absence of tension, slower pace, friendly community.

Economy included employment, wage scale, retail services available, tax structure, agriculture.

Physical included geographic location, climate, transportation.

Community relations included leadership, ethnic relations, family relations, community spirit.

Quality of Community	72%
Economy of Community	14%
Physical Characteristics of Community	8%
Community Relationships	6%
	100%

Disadvantages of Living in Rural Community

The most frequently cited disadvantages were limited employment opportunity (18 percent) and low per capita income (19 percent).

In using the same four categories used above, the distribution of responses on disadvantages among those indicating any disadvantages were:

Quality of Community	22%
Economy of Community	67%
Physical Characteristics of Community	7%
Community Relationships	4%
	100%

In looking at the list of economic problems described, 35 percent of the responses dealt specifically with problems of employment and 25 percent with wages and per capita income. Sixty-eight percent of the respondents felt that the problems in their communities were the same as in other communities, whereas 27 percent felt the problems were different from other communities.

The leaders were asked to name the main difficulties they had in working in the rural community. Almost half of the leaders reported no difficulties. Among those who did mention specific difficulties, the two general types that came out most often were conservative attitudes on the part of community residents and difficulties in the community structure.

The leaders were also asked if they thought these difficulties could be resolved. Among those listing some difficulty in working, about one-fourth felt that the problems were inherent and little or nothing could be done. The only solution to the difficulties that had been mentioned by more than a few people was the need for industry and business.

Specific Problems in the Community

The response on community problems indicated that economic problems were viewed as most important. Not many problems were noted in family, police protection or legal services available in the community. Some problems were noted in school, church, medical and government areas.

Economic

Low wages and income was most frequently cited (36 percent) as a problem, employment problems were next (19 percent), and industrial development was specifically mentioned by quite a few leaders.

Education

Inadequacies of the school system and the lack of post high school education was cited as a problem by about one-fourth of the leaders.

Dissatisfaction with the curriculum, the teachers and funds also was mentioned.

Government

Over half of the respondents saw no problem with government. Of those who did, conservatism, factionalism, and lack of individual involvement were cited by some leaders.

Church

About a third of the leaders saw no problems; however, others cited financial difficulties because of building programs and membership. Leaders were concerned about the number of churches in their communities. All problems were those of the church as an institution and not those of church-community relations.

Family

Given the fact that most leaders see the rural community as a good place to rear children, over 70 percent saw no problems in family life in their community. Of the problems cited, child abandonments, recreational facilities, and health facilities were most frequent.

Welfare

Over 80 percent of the community leaders saw problems in the field of welfare. Almost 17 percent noted there were too many elderly people in the county; another 14 percent felt many on welfare should be working and 11 percent felt there were too many on AFDC.

Over half of the respondents answered that there were too many people on welfare. About 22 percent cited changes necessary in the administration of the welfare programs and departments, and 16 percent cited basic problems that may create welfare cases that need to be solved such as proper care for retarded children, adequate child care, problem of large families with low-income, unemployment and underemployment.

Medical Services

Even though 40 percent felt there were no problems, about 27 percent described a shortage of doctors, dentists, nurses in their communities. The remainder, 33 percent, cited inadequate health services. There was widespread concern about medical services throughout the smaller villages. People were traveling to larger towns for medical services rather than do without.

Police, Crime, Delinquency

About 70 percent of the leaders saw no problem in this area. A few cited low salaries for police force and fewer cited delinquency as a problem.

Legal Services

Three-fourths of those surveyed knew of no problems in legal services. Sixteen percent felt there was a shortage of lawyers, and about 8 percent felt there was a problem for residents who could not afford or did not avail themselves of legal services.

Implications for Community Development

An important aspect of community development is increasing the sensitivity of existing leadership to existing problems. While the manpower surveys and other research set up under the research function point objectively to certain kinds of issues, the sensitivity of leaders at the local level probably depends much more on face-to-face contacts, exposure to new ideas within an acceptable context, and, most of all, to long-standing stereotypes and values. The evidence cited above, which is based on interviews with leaders, indicates that there is actually little sensitivity to the local area as problematic.

The overwhelming majority of local leaders have a nostalgic notion of the rural community, although they will indicate specific problems which do not threaten that nostalgia. The leaders see the need for improving the opportunity for employment especially the need for bringing in small industry, but such needs are perceived of as improving a life that already has a high quality rather than "dire needs" to shore up an economy far behind the nation as a whole. There is no evidence of awareness of the growing factual publications from government and other sources on "the people left behind."

Of course, the data presented so far are from leaders--those who need to perceive need but those whose personal needs are most nearly fulfilled at present.

What Needs to be Done?

The largest single response expressed was the need to bring in more industry, business and employment opportunities. Considerably fewer respondents saw a need for increased training and education programs. About two-fifths gave examples of upgrading the community through beautification, service and building projects.

Whose Responsibility to do This?

Concerted Services was given this responsibility by only one out of twenty leaders. In fact, even the heads of better known agencies, taken together, were named by relatively few leaders as responsible for resolving community problems. About one out of five leaders look to the elected official as responsible for resolving community problems. The vast majority do not pin the responsibility on either agency heads or elected officials, but rather on various phrases such as "the community," or "citizens" or, in other words, on no identifiable body or person.

Community Leaders' Knowledge of Concerted Services

Of the community leaders and agency heads interviewed, about four out of five were familiar with Concerted Services and knew the coordinator. Eight percent knew the coordinator but not the program.

The coordinator had been of assistance to half of those familiar with the program. The service most frequently mentioned was that of establishing relationships between community leaders and personnel of agencies (by 60 percent of the respondents). Over 11 percent said the coordinator had provided requested information.

Over 34 percent of the respondents first learned of Concerted Services program when Todd County was designated a pilot county. Twenty-two percent specifically mentioned the initial organization meeting. About 14 percent learned of the program from the coordinator and 14 percent from newspaper publicity. About 16 percent heard about the program through agency meetings and communications. Twenty-two percent recalled that they had received official notice of the program.

In response to the question, "What is the intended purpose of CSTE?", 33 percent answered "coordination of government programs in the county;" 23 percent answered "survey problems in the community and present solutions;" 7 percent answered "assist residents in helping themselves to improve area needs;" 6 percent responded "to provide information for rural development;" 6 percent said "developing community awareness of services available."

In answer to "What should the purpose of CSTE be?", 25 percent said "help with educational problems" and 27 percent didn't know. In contrast to the preceding question, only 6 percent thought the purpose should be to get agencies to work together, 2 percent thought that CSTE should survey problems and present solutions and less than one percent answered "help residents help themselves." However, 7 percent felt CSTE should help get projects started and funded.

Of all the respondents, 40 percent did not answer how well they thought CSTE had met its aims. This was due in part to the recent addition of two of the three counties to the project. Of those who responded to performance of the project, 26 percent felt it was too soon to tell, 23 percent said "a good job," 14 percent said "exceptionally well," and 11 percent said "average." Only 6 percent said the project aims have not been met and 7 percent said aims were carried out in a poor or below average manner.

The community leaders were asked to respond to the effect of Concerted Services on specific issues. The responses are given in detail in the following table (Table XVIII). In general, the greatest contribution was seen in vocational counseling, while developing community awareness and local involvement also was seen in a favorable light by most leaders. The general pattern was a favorable view of the contributions, but there were extremely high percentages of leaders who did not know whether or not Concerted Services had made a contribution in any of the areas. (Again, this may be due in part to the recent addition of two counties.)

About 37 percent of the community leaders interviewed thought other leaders in this community were confused or skeptical about the program, while 23 percent thought other leaders were positively oriented toward CSTE. This estimate, compared to actual response of leaders, reflects a lack of discussion of the program among leaders. It was interesting that 77 percent expected the effects of CSTE to continue, 6 percent said "No," and 12 percent qualified their answers such as "Too early to tell," "Difficult to say," "Hope so."

TABLE XVIII

COMMUNITY LEADERS ESTIMATE OF CSTE EFFECTIVENESS

What effect CSTE had on:	Don't Know	Greatly Helped	Helped	Little Effect	Negative Effect	Too Soon to Tell
Basic Education Skills	48.0%	2.0%	22.0%	23.0%	1.0%	3.0%
General Conditions of Health	60.0	0.5	13.0	20.0	5.0	0.5
Vocational Counseling	37.0	11.0	43.0	8.0	-	0.5
Occupational Competency	42.0	7.0	23.0	10.0	0.5	0.5
Increasing Employment Opportunities	38.0	7.0	27.0	22.0	3.0	2.0
Community Awareness and Local Involvement	27.0	14.0	35.0	15.0	4.0	3.0
Stimulating Indigenous Leadership	33.0	9.0	28.0	22.0	5.0	2.0

As to the future of CSTE, 31 percent expect the program will be successful and 19 percent expect it to stay in the community. Twelve percent think the program promising, 4 percent link the future of the program with available funds, and about 17 percent did not think the program would or should carry on.

Half of the respondents expressed the need for more staff members and about 14 percent saw the need for more community involvement to be responsive to needs of community. Eight percent wanted the coordinator to bring more jobs into the area.

Over three-fourths (79 percent) of the respondents said that CSTE was worth the money and effort and 13 percent said it was not. About 62 percent of the answers to a question on the impact of CSTE on the respondent's agency cited that programs and organizations were started, while 16 percent stated that no impact was noted on their agency. Only 3 percent mentioned extra work load.

Over 80 percent said that CSTE helped start new programs, new committees and helped establish contact with other agencies. There were 96 percent who had received useful information from the coordinator.

About 77 percent recalled that they had received instruction or guidance from their agency about working with CSTE and of these, 87 percent said instructions were written, 6 percent said they were orally given and 7 percent said both.

It is obvious from the above that there is a favorable impression among the leaders concerning CSTE. A large majority of the leaders, considering the entire response pattern, indicate a view of CSTE as worthwhile and a contribution to the development of the area.

Regardless of the degree to which the development function has been achieved within the time span of the program, the attitudes of leaders described above would seem to be a favorable base from which to work. In the area of development success begets success and the belief on the part of leaders that there have been past successes would indicate a willingness on their part to cooperate further in community development.

General Population Sample

Of the total sample in the three counties, 31 percent were farmers, 25 percent were housewives and 18 percent were merchants or proprietors. Ten percent were professional people, 9 percent were skilled workers and 7 percent were laborers and students. Not quite half of the sample were men (43 percent).

Sixty-six percent of the respondents were between the ages of 20 and 59, with 31 percent over 60 years of age. Twelve percent were over 70 years of age, all living in their own homes.

Only 9 percent had less than eight grades of schooling; 27 percent had graduated from the eighth grade, and 24 percent had graduated from high school while 11 percent had not completed high school. A total of 27 percent had some college with 12 percent of this group graduating from college. Of the total group, 58 percent were employed, 27 percent were unemployed, and 15 percent were retired.

Advantages of Local Community

In rank order the following advantages for living in their community were given most frequently:

Rural atmosphere	13.0%
"It's home"	11.6
Friendliness	8.7
Outdoor recreation	7.2
Good farming	7.2
Employment opportunities	7.2
Good education facilities	5.8
No advantage	5.8
Good community	4.4
Peaceful	4.4

Disadvantages of Local Community

The list of disadvantages was longer than the list of advantages. The responses given most frequently were lack of jobs, low per-capita income, limited retail stores, and out-migration of the young people.

There were 35 suggestions as to who could help solve community problems, however, 26 percent did not have an answer to this question. Need for industry was the answer most frequently given, followed by farm price adjustment and cut back on federal aid and government intervention.

Of the total sample, 88 percent were not familiar with Concerted Services. Of those who knew of the program, a majority knew the present coordinator. Several added, they didn't know what he did, and less than half of the small group that knew about the program felt it was worth the money. Few knew the purposes or aims of the program.

Comparison Between Community Leaders and General Population

Of the general population sample, about 6 percent saw no advantage to living in the rural community, while less than 1 percent of the community leaders cited no advantages. Both gave rural atmosphere as an advantage most frequently. The next most popular response of the general population sample was, "It's home." This was not given by any community leaders.

Of the general population sample, almost 12 percent saw no problems in the rural community and only 3 percent of the community leaders sample saw no problems. Both groups were concerned about unemployment and low income. The general population sample (8.7 percent) were unhappy with local retail stores but only 2 percent of the community leaders mentioned local shopping facilities as a problem.

Problem Solving

In answer to who could solve community problems, 26 percent of general population sample didn't know. In the order of frequency mentioned, the remainder suggested: Bring in industry, farm price adjustment, and cut back federal aid. Community leaders also cited the need for industry but looked to state and federal governments for assistance more frequently. However, leaders were also critical of federal programs and control of funds. The majority of both groups responded that it was the responsibility of the citizens to solve local problems, then the elected officials and then the agencies.

Concerted Services

Of the community leaders surveyed, 81 percent were familiar with the Concerted Services Project and 83 percent knew the coordinator. Of the general population sample, 88 percent were not familiar with Concerted Services.

In the response pattern the greatest difference between the leaders and the general population was the degree to which CSTE was known. However, differences in other perceptions of the rural community were not great, with leaders seemingly reflecting general population attitudes.

Some may fault Concerted Services for not being known among the general population. To the extent that the function of the program is coordinative, it is more important for leaders and agency heads to have knowledge of the program than people in general. However, for the community development function the program must receive attention by the general population. The time that a program must be in existence for general awareness to be present is not known, but it is probable that within the time span of CSTE few programs are known by the general population unless there is a heavy emphasis on public relations. Even in long established programs, such as welfare, few citizens in the rural community know more than the most general and vague aspects of the kind of help that is available.

General awareness itself is of little advantage unless there are aspects of the program which require knowledge on the part of the general population. In the future growth of the development function of CSTE it is assumed that general awareness will become more important. It is also assumed that more attention will be given to public relations at that time. The identification of problems of the general population, especially the poor, have been ignored for too long because of the age old philosophy of "letting sleeping dogs lie." If we can isolate one weakness indicated in the future of the program which is of utmost importance, it is in making the objective evidence of existing problems well known to the population. We select this as the most important because the almost uniform history of rural agencies has been guided by "safer" policies. We recognize that reasons for these safer policies include pride in community, threat to existing leadership in the face of almost insurmountable problems, and the threat of conflict. But reasons are not excuses to public servants.

SUMMARY AND CONCLUSIONS

There are at least three basic ways in which problems may be dealt with in the rural community. The first is the alteration of the situation to remove those conditions which are contributing to the problem. The second is to redefine the nature of these conditions by altering the interpretation that local or professional groups apply to these conditions. The third is the removal from the situation of those persons or groups which are experiencing the problem. This third approach has most frequently been the approach taken, either through government planning or by leaving the decision to each family or person as they migrated from the rural to larger communities. Resettlement projects have been planned both in Minnesota and in the nation as a whole.

The redefinition of conditions, the second approach mentioned above, is not essentially a direct solution to problems but rather a clearer focus on what the actual problem or problems may be so that they may be dealt with effectively. It is possible for the individual as well as the group to define a problem out of existence by altering its perspective about what constitutes problematic conditions. Such an approach may be called, depending upon one's point of view, either "positive thinking" or an escape from reality.

The efforts of Concerted Services focus primarily upon the first approach, that is, an attempt to alter appreciably either the background and training of the individual through educational inputs and to alter appreciably the nature of the social structure by varying the diversity of industry, and to create employment and other cultural conditions which are conducive to area development. While it might be assumed that resolutions of this type are to be preferred by those involved in Concerted Services, the other two types of resolution should not be negated, since in many respects they may be the only ones applicable to many of the problems which face both individuals and groups in rural areas.

The Concerted Services Project in Minnesota was initiated in an area which was transitional--a transitional area geographically between the plains and the northern forested area and also transitional in terms of social changes occurring in commercial agriculture. Todd, Wadena and Otter Tail Counties are all characterized by low-income farmers. Otter Tail County, for example, has one of the greatest frequencies of low income farms in Minnesota. The three-county area is potentially a development area for certain types of irrigational agriculture but at present, given the modes of production and the market system, the three counties may be regarded largely as an agriculturally marginal area. The area known as the Park Region in these three counties has been characterized as a tourism-agricultural area. The non-agricultural aspects outside of tourism, however, are relatively undeveloped. The communities in the area tend to be dominated in large part by the Fargo-Moorhead complex in the northwest, and by the St. Cloud and the Twin City areas to the south. The familiar problems of metropolitan dominance are felt most severely in some of the smaller communities in the three-county area.

The 1964 Census Data show that 40 to 50 percent of the families in the area had less than $2,500 dollars annual income. According to OEO poverty standards 25 to 30 percent of the families in the area, compared to 15 percent for the state as a whole, were in a poverty condition. In many respects the conditions in this area reflect those reported in the monograph of the President's National Advisory Commission on Rural Poverty, The People Left Behind. The changing technology of agricultural production, the decreasing need for labor and the subsequent concentration of industrial development in the larger urban centers throughout the country are reflected with few exceptions in this pilot area.

Development of any area with these characteristics is a formidable task, and an evaluation of any development program should consider carefully the degree to which the program is "going against the tide" within the system. This does not mean that one should not attempt to alter the problem situation. It does mean, however, that any program to initiate change--whether undertaken by a private or government agency--will be a costly undertaking and it will take time for such a development program to attain significant desired effectiveness.

As indicated in this report, the organizational input from both private and public sources in the pilot area is at a relatively high level. The educational programs plus the labor surveys in the Department of Agricultural programs have been conducted in the area for a long period of time. The coordinative efforts of the RC&D projects, as well as the TAP committees, were present in the area prior to the CSTE input. The

CSTE input has been directed primarily toward achieving greater coordination between educational efforts, as called for under the first and fourth objectives of the Concerted Services Project. The initiation of the CSTE program indicated the willingness of the local population to move beyond the traditional conservative concept of self-sufficiency to one of interdependency with neighboring regions and with the national system. The request from East Otter Tail and Wadena Counties to be included as a part of the development area is further evidence of a changing perspective on the part of local leaders toward interdependency. However, the failure of West Otter Tail to move rapidly toward finalizing its participation in the project and development of the manpower survey could be interpreted as a residual of the provincial conservatism which has long characterized rural areas.

It is evident that the first Concerted Services coordinator thought of his principal activity as developing both the coordinative function and an atmosphere conducive to interdependence between communities, counties and various state and federal agencies in both planning and action. His philosophy was to attempt to motivate other agencies to look more closely at problems and commit their resources to the resolution of the problems, while he, as a coordinator and CSTE as a program, remained in the background. However, when it became necessary, as in the case of the reluctant agent, the CSTE coordinator did take the initiative in setting up specific activities and programs necessary for a coordinated educational training effort. He did not see his role as primarily that of implementing programs but rather of matching community needs and desires with resources which were available either locally or on a state or national basis.

The second coordinator had a concept of development which was oriented toward the accomplishment of specific projects. This approach tends to emphasize more heavily the direct activity of the coordinator in action programs. The organizational approach of the first coordinator tended to emphasize the development of plans and goals, the achievement of which would be primarily up to the local people and the existing agency structures. Both of these approaches are effective. However, the organizational approach, while slower to begin with, may establish a more adequate long-term basis for continuous and relatively autonomous development than the project approach.

The degree to which both coordinators were reasonably successful in meeting objectives one and four under the CSTE program is attested to by the activity generated on the part of the Towns United effort, as well as the heightening of interagency cooperation as illustrated by the work of the TAP committee.

The Education Function

The degree to which the coordinator function was successfully achieved by both coordinators is indicated by the degree to which the educational function was fulfilled. The availability of state legislation relating to vocational education plus federal legislation on manpower development and training programs provided fertile ground for the initiation of educational programs. These programs provided training which assisted many local residents in attaining a level of competency necessary to assume active employment in several areas. Both of the coordinators recognized the potential of these programs and moved rapidly to develop a wide array of basic and technical educational programs in the area; this was done in conjunction with the existing vocational education emphasis of the Staples Area Vocational School. While both coordinators moved rapidly to develop specialized educational programs in the area under enabling legislation, neither coordinator moved to alter appreciably the established educational institutions on the secondary and primary level in the area. Nor did they move radically to alter the existing adult education programs that have existed through the extension services. While they did utilize the latter, they have tended not to initiate the development of new programs in this particular area.

The number of separate programs and activities completed under the educational programs are described in detail in the chapter entitled the Education Function. The diversity of programs offered, as well as the number of students who completed these programs, is impressive. If evaluated only in terms of this "hard data" one could conclude that the Concerted Services Project had a high degree of success. However, one might interpret the emphasis and the activity on the educational programs as a reflection of that which is acceptable both under the existing legislation and to the local community. That is, any type of activity which tends to make the individual more employable or raise his level of competency to a participatory level is acceptable, whereas any change to modify the existing social structure to accommodate individuals at their present level is looked at with reservation. Since the objectives of CSTE have tended to emphasize the development of the individual rather than an alteration of the structure to accommodate the individual, it would be unfair to fault the program or its personnel for not working in the latter area.

The Research Function

The necessary research for immediately launching action-type projects was carried out largely by the manpower surveys. These were well conducted and provided adequate information on which to base the educational programs in the area. The manpower surveys represent a research function which primarily is related to immediate action and individual development, rather than to long range needs and community development. However, the attempts to develop irrigation farming through experiment station research, which was initiated in large part by Concerted Services, may have long-run consequences for the agricultural potential of the area, although it would have little immediate consequence for the present employment of area residents.

The long-range analysis of the three county area, which is being conducted by the University of Minnesota, should lead to a more basic definition of problems and indicate possible alterations in the social structure which will be necessary if this area is to have continued diversified development. The complete results of these research projects will not be available for at least another year; consequently they will not provide input for programatic activities other than those related to the research function in the immediate future.

Perhaps a greater emphasis in the period ahead should be placed upon defining more clearly and communicating more fully to the local population the changes in the larger system, as well as the alternative possibilities for the local area, which would prove fruitful in expediting action programs. Given the time limitations and the need to develop immediate action one must conclude that the degree of research currently underway represents a significant achievement by the Minnesota CSTE program.

The Development Function

Included under this function are objectives five and six of the original CSTE objectives. Objective five involves the development of indigenous leadership, individual dignity and initiative, and community awareness. Objective six is concerned primarily with determining the relationship of the traditional educational-occupational patterns to the emerging needs of the community and the adjustments which are necessary to meet these needs. It is quite clear from the survey data in this report that the leadership interviewed in the pilot area is aware of and has a favorable attitude toward the Concerted Services Project. However, awareness of the CSTE program by the general population was not as great as might be expected. In part this may be the result of the fact that the program was initiated through the leadership in the area, with a minimum of widespread public relations. Awareness of CSTE as a program does not necessarily constitute awareness of problems in the community. In some respects, the awareness by the leadership of the problems faced by the local structure was one reason for accepting the CSTE program and the concept of interdependence.

In meeting the sixth objective--developing programs to meet community problems--the program has been in existence too short a time for CSTE to have much effect. The emphasis upon project orientation and upon the individual rather than organizational integration and structural alteration indicates that it will be difficult to meet objective six under the development function. Activities oriented in this direction probably will meet with a great amount of resistance on the part of the local population.

A further consideration is the fact that most of the inter-agency cooperation, which is an essential requirement for success of this objective, has had to be accomplished in terms of the traditional project orientation of those agencies. In many respects agency personnel must be marginal persons since they have to be responsive to the attitudes and desires of local people and at the same time effectuate programs which have not only local but regional and national impact. In part, emphasis upon individual development may be an attempt not only to meet the needs of individuals in the local areas but also as a compromise in meeting the problems associated with structural change. That is, when one is busy meeting individual needs on the developmental level, one does not have either the resources or time to be concerned about structural development. On the other hand many feel that individual development is directly correlated with structural development. It is true that development of the individual is part of development of the system, but this approach implies that the individual who has been so trained and prepared to meet the requirements of the system may not stay in that system--indeed migration is a frequent pattern of those most able to meet the requirements of the system. Thus it may be that the individual approach may have deleterious effects for the local sub-system of which the individual is a part. His development might well lead to his migration out of the area and a lowering of the resource base in that particular area.

Individual development is an approach encouraged by a rather static set of structural alternatives which are available to individuals. In many instances the conditions for entrance into and pursuit of these alternatives for the individual are well established, and he only needs to achieve the necessary training or certification to become mobile in any one of several alternative courses. On the other hand, community development--changing any particular part of the social and economic structure--may have consequences for other parts of the structure. Some of these consequences which may not be anticipated, are often as important as the problem which motivated changes in the structure. The more intelligent conservative is often wary of any change because he has a vague fear of these unanticipated consequences. This resistance may account for much of the failure of CSTE to significantly change the social structure. Certainly any complete evaluation of the impact of CSTE on the community structure must await the occurrence of these unanticipated consequences.

It would appear that continuing favorable reaction to CSTE program will depend in part upon the availability of federal funds for specialized programs and the degree to which the CSTE program has direct and immediate liaison to the top figures in the local state, regional and national power structure. As the body of this report indicates, the direct liaison that the CSTE coordinator had with Washington and with individuals on the state level was one of the most important factors in his ability to bring forth coordinative activities on the part of agencies and to develop in the local leaders a respect for his ability to "accomplish things."

ABSTRACT

The Concerted Services in Training and Education (CSTE) program was established as a pilot project in Todd County, Minnesota, September, 1966. Wadena and Otter Tail Counties were added to the project area by 1968.

The Concerted Services program was designed at the federal level to coordinate the resources of all appropriate federal agencies and related state agencies in rural development. In Minnesota, the pilot program focused on the problems of a rural out-migration area noted for small farms and small communities. Here low income, underemployment, and lack of industry are problems that are shared by farm and non-farm workers which affect the economic development and well-being of the total community.

Minnesota has had a wide range of public and private programs available to its rural citizens for many years. Many of these programs are present in the three counties. This area has accepted consolidation of schools, churches, farms more slowly than many other rural counties and the area has accepted government programs cautiously.

The office of the first coordinator of the Minnesota project was located in Long Prairie, the county seat of Todd County. He resigned to take a University Extension position after one year and was replaced by another extension agent from East Otter Tail County. In 1967, following the addition of Wadena and East Otter Tail Counties, the Concerted Services office was moved to its present location in Wadena, Minnesota.

An evaluation team was assigned to the Concerted Services project for a period from October, 1967 to February, 1969. The evaluator lived in the project area and the two consultants were on the faculty of the University of Minnesota.

The evaluation of the CSTE program in Minnesota related the program activities and the objectives of CSTE to four functions. These functions are (1) the research function--identifying problems, needs, and resources; (2) the coordinating function bringing existing agencies and institutions into closer cooperation to meet the needs identified in the research function; (3) the educational function--developing training and education programs to help people increase their awareness, knowledge of resources and skills; (4) the development function--developing new organizations and indigenous leadership.

The Concerted Services goals of identifying employment opportunities and occupational education programs available to those people who are

unemployed or whose income is insufficient were achieved successfully through the research function. The effectiveness of Concerted Services was related to the Manpower Survey conducted in each of the counties by the staff of the Smaller Communities Program, Minnesota Department of Employment Security. The coordinator worked with all the school systems in the project counties. He was able to bring about the establishment of a University experimental irrigation farm at Staples Area Vocational School.

An important aspect of the Concerted Services Program is the coordinating function. This function was observed in relation to the need for employment, job training and developing new jobs. Basic to this function were the many public and private organizations in the three counties that provided the resources with which the coordinator could work towards fulfilling the Concerted Services program objectives. Both coordinators worked closely with the State Technical Action Panel (TAP), and during the second year of the program, the Coordinator was able to activate the Todd County TAP. The other two counties had established active TAP committees and Tri-County TAP meetings have been held three or four times a year since 1967.

Each of the coordinators used a different approach in working with the community. The initial coordinator employed the organizational approach and the second coordinator used the project approach. Although the procedures of the two concepts overlap, the organizational approach develops organized groups that can solve community problems; the project approach develops a specific project that solves a community problem. Both of the coordinators recognized the potential of the education resources and both moved rapidly to develop specialized education programs in the area under enabling legislation.

A part of the evaluation study included a random selected sample of trainees and training program graduates who were interviewed personally. The training program participants, who were from lower income families, responded favorably to the training opportunities offered through various courses. The majority of those interviewed were optimistic about their future and had few complaints about the training program in which they had participated.

The principal contribution of the coordinator in the community development function to date has been that of making possible or accelerating the pace of existing activity. Even though community development is a slow process, the research function, the coordinating function and the educational training function have guided activity in such a way that some view of the development potential can be indicated. The attitudinal atmosphere in the community is crucial to the development function. Studies were made of attitudes of leaders and the population in general toward the community, development possibilities and toward CSTE. There were a total of 117 leaders and agency heads interviewed. In addition, a short form of the community leaders schedule was given to 100 persons of the general population in the three counties.

The local leader and agency heads both were associated with characteristics of conservatism. They liked the rural atmosphere, recreation opportunities and lack of urban tension. Economic problems were viewed as the most critical problem. About four out of five of the leaders and agency heads knew the coordinator and were familiar with the Concerted Services Program. About seven percent of the general population knew of the program. The leaders were aware of and favorable toward the program and the belief of success on their part indicated a willingness to cooperate in further community development. Other than the difference between leaders and the general population of knowledge about CSTE, the leaders seemed to reflect general population attitudes.

The continuing effectiveness of the Concerted Services Program will depend upon the liaison the coordinator continues to have with personnel in the local, state, regional and national levels of government, as well as upon availability of funds for specialized programs. Local leaders' respect for Concerted Services' ability to accomplish things will be an important factor in achieving coordination of agencies and organizations.

APPENDIX A

FEDERAL LEGISLATION UNDER WHICH TRAINING AND EDUCATIONAL PROGRAMS ARE AVAILABLE TO RURAL RESIDENTS*

The following is a segment of a report by the Interdepartmental Rural Development Committee Staff Group. This includes both a summary of existing federal legislation under which training and education programs are available to rural residents, and specific recommendations by the staff group for the utilization of this legislation in rural development programs.

Area Redevelopment and Manpower Development and Training Acts

The operation of these programs in rural areas has differed from urban centers. This is understandable since readily identifiable job openings are more likely to exist in cities, the schools are usually better equipped in urban areas, the training is more easily conducted and the commuting distances are less in urban areas than in rural areas. Recently, MDTA was modified to make it easier for the referral of individual trainees to on-going training courses in other localities in the states. Also, a recent amendment to MDTA will make possible several relocation programs on a pilot basis. These projects can be designed to experiment with the selection and training of rural workers and relocating them where employment is available. And, as in the past, trainees

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*Source: Report on Training for Rural Areas, Interdepartmental Rural Development Committee Staff Group, Washington, D. C., May, 1964.

under MDTA can be provided transportation and subsistence allowances to enable them to attend courses away from home.

These provisions make possible more imaginative training programs in rural areas. It is recommended that a vigorous attempt be made to enlarge training ventures in these areas. The promotion of both ARA and MDTA training programs will call for close cooperation among the Departments of Agriculture, HEW and Labor. It is recommended that an Interagency Committee or Task Force develop several pilot projects in selected rural areas.

National Defense Education Act Title V-B--Counseling and Guidance Training Institutes

It is recommended that the Department of Health, Education and Welfare (OEO) develop methods for putting greater emphasis on using this program to upgrade and expand the number of high school counselors in rural areas.

National Defense Education Act Title VII--Research in Educational Media

It is recommended that the Department of Health, Education and Welfare initiate a research and demonstration project on the applicability of motion pictures, video tapes, filmstrips, slides, recordings, and radio and television scripts to the special problems of education and training in rural areas.

Vocational Education Act of 1963

Under the authority of the 1963 Vocational Education Amendments whereby the Commissioner of Education reserves ten percent of the annual appropriation for research and demonstration projects, it is recommended that a pilot project be initiated by the Department of Health, Education and Welfare. This project would be to develop methods of improving the curriculum for rural youth, to help them to better prepare for nonfarm employment and for new farm occupations developing as a result of mechanization. (See the following section, for basic legislation.)

Vocational Education--Smith-Hughes Act, George-Barden Act, Health Amendments Act, Vocational Education Amendment Act

It is recommended that the Department of Health, Education and Welfare investigate how to make these vocational education programs more applicable to rural people in view of changing technology and declines in farm and other rural employment.

Public Welfare Amendments of 1962 (PL 87-543)--Community Work and Training Programs as a Demonstration Project in Aid to Families with Dependent Children Program

It is recommended that the Department of Health, Education and Welfare urge the States to initiate a demonstration project as outlined in attachment No. 2 in one or more rural areas. The purpose of such projects is to upgrade the skills of the needy, hard-core unemployed to fit them for gainful employment. (See attachment No. 2)

PL 565 of the 83rd Congress, Vocational Rehabilitation Amendments of 1954

It is recommended that the Department of Health, Education and Welfare undertake an expanded information program on the availability of vocational rehabilitation services through any effective media to reach physically and mentally handicapped persons in rural areas. It is further recommended that the Department explore the means for providing increased vocational rehabilitation services to rural areas. (See attachment No. 3)

Library Services Act 86-679

It is recommended that the Department of Health, Education and Welfare explore with the cooperating State agencies, especially those with the greater numbers of rural areas, the possibility of providing increased library services and construction of new public library facilities in the more rural, remote areas.

National Defense Education Act--Title II Student Loans

It is recommended that every effort be made to assure that rural high school students are made aware of the availability of this assistance. State employment services and Department of Agriculture field people can assist by distributing HEW's informational materials on these programs in their local contacts. Local post offices may again be able to assist in this task.

National Defense Education Act Title III--Improve Science, Math, Modern Foreign Languages and Title V-A--Guidance, Counseling and Testing

It is recommended that the Department of Health, Education and Welfare (OEO) determine what further applicability these programs may have to rural elementary and secondary schools.

National Defense Education Act--Vocational Schools

It is recommended that the Department of Health, Education and Welfare determine how these area technical schools can provide additional benefits to rural residents particularly with the idea as to whether boarding facilities for rural students living at distances can be arranged. Consideration should also be given to establishing one of the five new residential vocational schools to serve a rural area characterized by high dropout rates. Similarly, the applicability of the new vocational education work-study program to qualified rural youth should be explored.

Academic Facilities Act

The attention of the committee is called to the potential which exists within the States for establishing regional graduate centers, two-year community colleges and technical institutes which will benefit rural college and high school graduates who wish to continue their education.

Training for Health Auxiliary Occupations in the Indian Health Program

It is recommended that the Department of Health, Education and Welfare extend the number of its training programs which prepare Indian

and Alaska Native beneficiaries for employment as practical nurses, sanitarian aides, and dental assistants; and to include other categories of auxiliary health workers.

APPENDIX B

CRITERIA FOR COMMUNITY SELECTION*

General

1. Communities chosen as the focus of a concerted service project would be determined on the basis of need, size, and readiness.

2. Communities selected would have geographic representation and be classified as rural farm or rural nonfarm.

3. Communities designated as economically depressed areas would represent the basic group of communities from which selections would be made.

4. Communities selected would be receptive to an evaluative approach and to application of essential agencies and resources.

5. Communities selected would not be the focus of other major demonstration efforts.

Specific

1. Average per capita income is below the average for the State.

2. Educational attainment of the adult population is below average for the State.

3. Employment ratio is below the State average.

4. School dropout rate is above State average.

5. Occupational curriculums and opportunities for continuing education are not available.

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*See CSP-2 "Factors and Procedures for Selecting Counties for Rural Concerted Services Projects"

6. Community health and recreational services are nonexistent or limited.

7. Housing and housing improvements are inadequate or substandard.

8. There is evidence of high dependency responsibility.

9. There is need for further development of civic consciousness and responsibilities through organized efforts.

10. Demonstrated willingness on the part of State and local agencies, official and groups to cooperate in the development of a concerted service project.

11. Health practices, consciously or unconsciously, are not effectively contributing to the development of sound bodies and minds. Such health standards to be measured by military rejections, employment rejections, studies made.

12. In general, the people of the community desire to improve their social, educational, economic, religious and cultural status.

APPENDIX C

PROCEDURE FOR CONDUCTING THE CONCERNTED SERVICES PROJECTS[*]

Introduction

To be successful, the concerted efforts of the Departments of Government should be directed toward achievement of rural community programs at the local level. Community interest, acceptance, and participation should be developed prior to the introduction and assignment of work forces within selected areas.

Prime Contributory Departments

It is recognized that certain Departments have constituted missions which permit their consideration as prime motivators of the planned program. These Departments and their specific offices, bureaus or agencies are set forth below: (others may be added as the programs emerge)

Departments	Bureau	Office
1. Labor	Employment Security	Smaller Communities Program Office of Farm Labor Service Manpower Training Operations
2. Health, Education and Welfare		Office of Education Office of Welfare
3. Agriculture		Office of Rural Areas Development Federal Extension Service
4. Commerce		Area Redevelopment Adm.

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[*] This procedure was developed by a task force appointed by the Rural Development Committee to develop, implement, evaluate and expand the Concerted Service Projects.

Program Implementation

To implement the program, the following steps will be taken:

STEP I: Select Locations for the Concerted Service Projects

1. Appoint a coordinating committee-this committee may be made up of personnnel from the present Task Force. The committee is to be responsible for its selections and continued coordination of the projects.

2. Secure necessary data on States and counties so selection criteria may be applied.

3. Select three counties for the projects based on the selection procedure and criteria.*

4. Meet with appropriate regional office representatives to discuss projects, procedures, recommended sites and available resources.**

Each prime contributory agency of the participating Departments will nominate a staff member and deputy to represent it on a cooperative committee for program direction and action. This committee will be known as the "Project Doordinating Committee." It will be responsible for the securing of information and statistical data to permit selection of three counties for project action based on selection criteria; the recommendation of the three site counties; and, the coordination of the projects to conclusion.

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*See CSP-3 "States and Counties Recommended for Location of Rural Concerted Services Projects"

***See CSP-4 "Preliminary Statement of Federal Resources Available for Conducting Rural Concerted Services Projects at the Recommended Locations"

STEP II: Secure the Cooperation of State and Community Organizations

1. Make initial contact through the Governor to secure his advice and cooperation on the development of the project.

2. Discuss and further develop the proposed procedure with appropriate state and local agencies to encourage their cooperation. Such agencies may include the State Board for Vocational Education, Employment Service, Welfare Service, Rehabilitation Service, Area Redevelopment Administration, Public Health, State Universities (especially the land-grant colleges), Agricultural Extension Service, local boards of education, chambers of commerce, local unions, trade and business associations, etc.

3. Secure assistance from appropriate state and local leaders in the organization of an advisory committee.

4. Orient the advisory committee on the objectives of the concerted services project and plan for the utilization of their continuing advisory services. Emphasize the principle of local involvement.

Appropriate state and local authorities and agencies will be contacted for the purpose of discussing the project aims and objectives, and to obtain their advice, counsel, and cooperation for concerted effort on the State and local level. Continuing state and local advisory committees will be organized to assist in publicizing the program, to develop community response and participation, and to provide assistance with respect to the successful fulfillment of the projects.

STEP III. Establish a Mobile Service Team to Assist Project Staffs in Carrying Out Programs.

1. The mobile team will be composed of representatives of the Bureau of Employment Security, Office of Education and Welfare Administration, Area Redevelopment Administration, Office of Rural Area Development, Federal Extension Service and/or the State affiliates of these agencies.

2. Mobile team functions will, in order, include:

   a. Conducting a survey of the manpower, social and economic resources of the community: The Smaller Communities Program Office and the Office of Farm Labor Service will identify and inventory agricultural and nonagricultural occupations, interview, test, counsel and refer applicants to available job opportunities. A BES economist and a rural sociologist will assess and evaluate the social structure and economic resources of the area. Representatives of the Office of Education (HEW) and the Office of Rural Areas Development (USDA) will assume active roles in this process.

   b. Assisting in the establishment of suitable training courses to aid the community: Plan and develop arrangements to utilize existing training courses, establish new training under MDTA and ARA or other educational or training statues.

The Office of Manpower Training Operations of the Bureau of Employment Security (USDL) will take the necessary action to see that MDTA, ARA and other training programs are developed and will assist in the development of plans and programs to alleviate other social and and economic handicaps of rural farm and migratory workers.

The Office of Education (HEW), fht Office of Rural Area Development (USDA) and the Federal Extension Service will initiate and assist with the development and carrying out of any educational or training services and programs within the framework of their constituted functional responsibilities. Aid in improving the elementary and secondary school standards will be offered which the community and HEW believe will assist in development of the social and cultural structures of the community.

c. The Office of Rural Area Development (USDA) will coordinate and assist in the formulation of policies and programs for the development of farm-dependent communities, including assistance in bringing to bear the services of the Department of Agriculture in stimulating and actively developing farm communities' participation in the program.

d. The Federal-State Extension Service will assist with community programs in the area of home economics, farm management, etc.

3. The welfare Administration will assist the state public welfare agency in developing a Work Experience project under Title V of the Economic Opportunity Act. The particular design of this project will depend upon an analysis of the constructive work experience and training requirements of the needy of the county. In addition, the Welfare Administration will, where possible, work with the State to develop any complimentary social services (day care, homemaker services, referrals to available community resources, etc) which may seem advisable as support for the project.

STEP IV: Establish and Conduct Programs

1. Determine from the previous community analyses the types and levels of occupational education needed.
2. Involve appropriate educational and occupational agencies, groups or individuals.
3. Recruit and select staff and necessary project personnel.
4. Provide adequate instructional plants and facilities.
5. Develop curricula and instructional materials.
6. Select, purchase and install needed equipment.
7. Plant supervised work experience programs.

8. Select and enroll students--graded and ungraded, preparatory and upgrading or retraining, youth and adults, depending on needs and situation.

9. Activate independent, cooperative and coordinated activities and programs designed to meet the related needs in health, housing, recreation, etc.

Based upon findings presented in the occupational inventory, the profile of manpower, resources, and socio-economic reports developed on the selected counties by the mobile service team, recommendations by operating field representatives, and State and local advisory committees, plans will be made to further develop the program by arranging for the concerted efforts of secondary and tertiary contributory Departments of Government.

STEP V: Evaluation of the Program

1. Develop evaluative criteria under the direction of the staff, coordinating and advisory committees.

2. Evaluate the program continuously.

3. Final evaluation may be made by an outside evaluation committee with representation from the various agencies and groups.

Through field reports and periodic on-site observation and review, the "Project Coordinating Committee" will assist in evaluating the program and results of the program. The committee will arrange for or actively participate in development of evaluative criteria in collaboration with staff and advisory groups. The committee shall keep all levels acquainted with the work in program and the impact of such work within the selected communities.

The committee will assemble all reports and other pertinent evaluation materials, and make it available to any outside evaluation groups which may be decided upon by the overall committee.

STEP VI: Interpret and Disseminate Results of Concerted Service Programs

1. The final report should contain a statement of the situation, problem, objectives, procedures, conclusions, and recommendations. It is suggested that a member, or members of the final evaluation team be responsible for writing the report.

2. Distribute the report to appropriate community, State and National agencies.

A final report to appropriate authorities shall be complied by the "Coordinating Committee" in collaboration with field representatives, consultation with State and local advisory groups and material developed by such groups.

STEP VII: Duplicate the Project

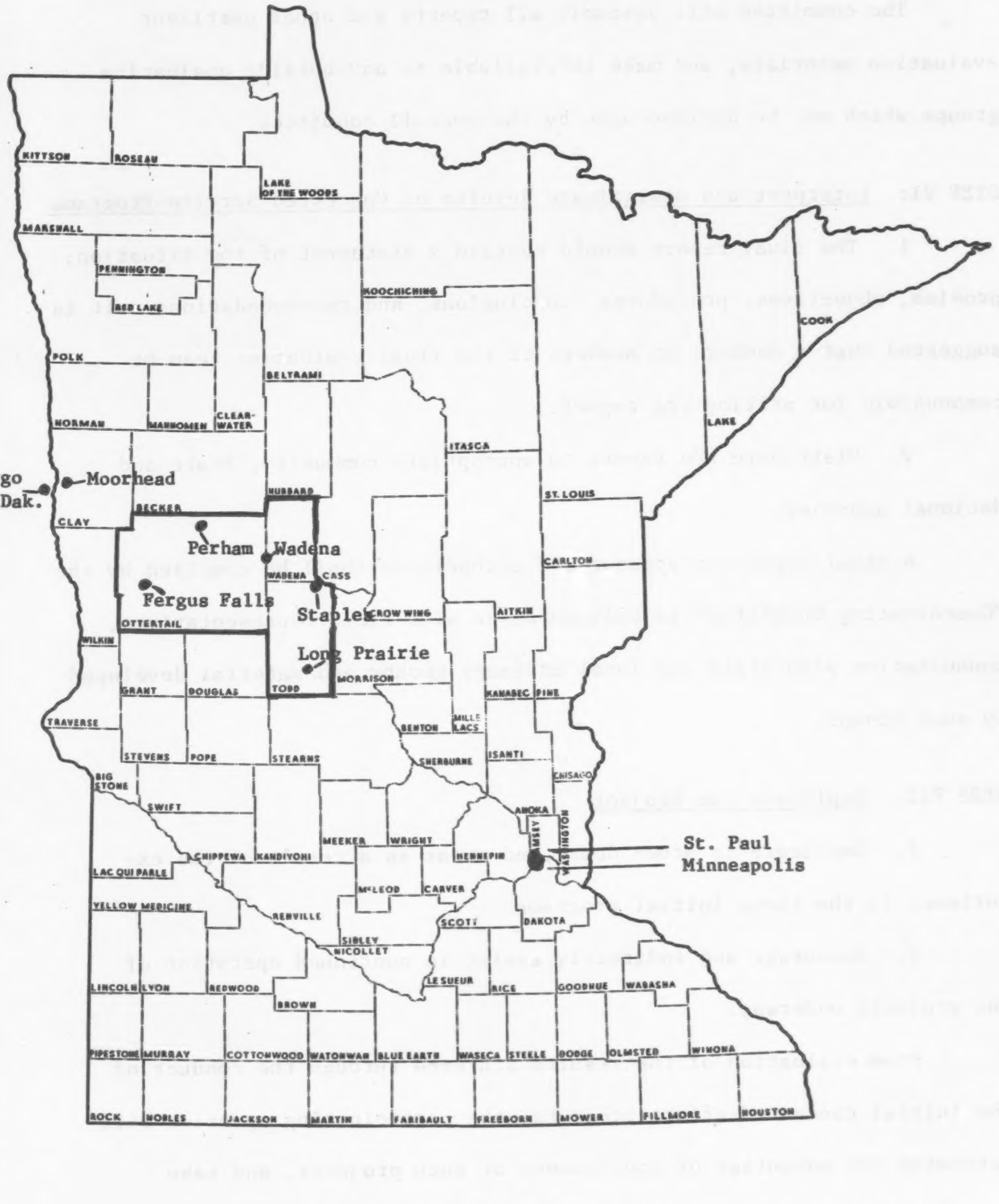
1. Duplicate in other depressed areas as a result of the experience in the three initial programs.

2. Encourage and indirectly assist in continued operation of the projects underway.

From evaluation of the results achieved through the conduct of the initial concerted-effort projects, the participating agencies will determine the advantage of continuance of such projects, and take appropriate action to duplicate the program in other areas.

APPENDIX D

MAP - MINNESOTA PILOT COUNTIES


KITTSON
ROSEAU
LAKE OF THE WOODS
MARSHALL
PENNINGTON
RED LAKE
KOOCHICHING
COOK
POLK
BELTRAMI
NORMAN
MAHNOMEN
CLEAR-WATER
LAKE
ITASCA
Fargo
No. Dak.
Moorhead
CLAY
BECKER
HUBBARD
ST. LOUIS
Perham
Wadena
WADENA
CASS
CARLTON
Fergus Falls
Staples
CROW WING
AITKIN
OTTERTAIL
WILKIN
Long Prairie
MORRISON
GRANT
DOUGLAS
TODD
KANABEC
PINE
TRAVERSE
BENTON
MILLE LACS
STEVENS
POPE
STEARNS
SHERBURNE
ISANTI
BIG STONE
CHISAGO
SWIFT
ANOKA
RAMSEY
WASHINGTON
MEEKER
WRIGHT
St. Paul
Minneapolis
CHIPPEWA
KANDIYOHI
HENNEPIN
LAC QUI PARLE
McLEOD
CARVER
YELLOW MEDICINE
RENVILLE
SCOTT
DAKOTA
SIBLEY
NICOLLET
LINCOLN
LYON
REDWOOD
LE SUEUR
RICE
GOODHUE
WABASHA
BROWN
PIPESTONE
MURRAY
COTTONWOOD
WATONWAN
BLUE EARTH
WASECA
STEELE
DODGE
OLMSTED
WINONA
ROCK
NOBLES
JACKSON
MARTIN
FARIBAULT
FREEBORN
MOWER
FILLMORE
HOUSTON

APPENDIX E

OTTERTAIL COUNTY MANPOWER SURVEY RESULTS

County Population	47,265	(est. 1967)
Work Force	17,838	
Survey Response	11,211	

The survey registered 63% of the work force.

Sex of Registrants	Number	Per cent
Male	5759	51
Female	5452	49
Total	11211	100

Age of Registrants	Number	Per cent
Under 20 years	2558	23
20 to 44 years of age	4152	37
45 to 59 years of age	3426	31
60 plus years of age	1075	9
Total	11211	100

Employment Status	Number	Per cent
Employed	7248	65
*Underemployed	441	4
Not currently employed	3522	31
Total	11211	100

*Working below skill level or less than full time when full-time work is desired.

Education of Registrants	Number	Per cent
8 years or less	2190	20
Some High School	1138	10
High School graduate	4877	43
Vocational School	431	4
Business School	335	3
Some College	1165	10
College Graduate	1065	10
Total	11211	100

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CHARLES E. LEWIS, M.S.	Sociology and Anthropology
RICHARD D. ROBBINS, M.S.	Economics
ROBERT T. WILLIAMS, M.A.	Industrial and Technical Education

Graduate Research Assistants

WILLIAM L. BALLENGER, M.S.	Psychology
ROBERT C. EVANS, JR., M.S.	Psychology
JOHN R. FLOYD, B.S.	Psychology
SARAH H. GOODWIN, M.Re.	Adult Education
CHRIS C. HSU, M.S.	Psychology
PATRICIA T. JOHNSTON, B.A.	Sociology and Anthropology
JAMES B. JONES, B.A.	Guidance and Personnel Services
RAYMOND A. LAMONT, B.A.	Politics
THEODORE P. LIANOS, M.S.	Economics
ALLEN B. MOORE, M.F.	Adult Education
ROBERT L. MORGAN, M.S.	Psychology
HUGH L. ROBERTS, M.A.	Sociology and Anthropology
W. R. RUEHRWEIN, JR., B.A.	Economics
BEVERLY J. SCHWARTZ, B.A.	Politics
THOMAS C. TUTTLE, M.S.	Psychology
ELIZABETH G. UTERMOHLEN, B.S.	Adult Education
P. S. VIVEKANANTHAN, M.S. & M.A.	Psychology
G. MICHAEL WISE, B.A.	Sociology and Anthropology

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ANITA M. MUNNS	Secretary
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KATHLEEN C. WOODSON	Budget and Fiscal Officer